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general management plan
development concept plan
environmental assessment

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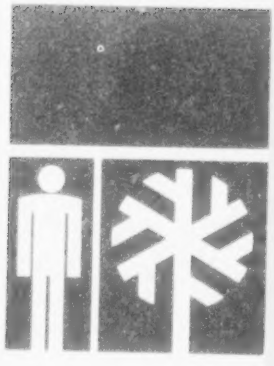

NATIONAL MEMORIAL / TEXAS

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GENERAL MANAGEMENT PLAN
DEVELOPMENT CONCEPT PLAN
ENVIRONMENTAL ASSESSMENT

Chamizal National Memorial
Texas

Draft

February 1986

U.S. Department of the Interior
National Park Service

SUMMARY

This document contains a proposed general management plan/development concept plan for Chamizal National Memorial. It also incorporates an environmental assessment that analyzes the impacts of the proposal and selected alternatives.

The primary issue being addressed in this plan is what sort of visitor use and interpretive activities should be encouraged and how the memorial should be developed or improved to support the desired visitor experience. Other issues being addressed include the headquarters location and operations space needs.

The general concept behind the proposal is to provide programs and facilities that would better meet the park's international friendship purpose and increase visitor and public awareness and understanding of the memorial. The grounds would be improved to give the memorial a greater visual identity and increase visitor appreciation of the park. The visitor center would be expanded to provide improved capability for interpretation.

The existing primary visitor experience would be continued and upgraded. This includes viewing history exhibits, a documentary film, graphic art displays, and live performances dedicated to meeting the purpose of the memorial. The plan proposes more outdoor activities, including viewing inspirational memorial features and self-guided interpretive walks. The interpretive facilities would be improved to allow greater emphasis on international friendship, border history, the changing river story, and the Chamizal settlement itself. A new special event (to be held annually) is proposed to commemorate the Chamizal Settlement.

Major development proposals include a large inspirational monument and an addition to the visitor center to house more interpretive space, collections storage, headquarters, and maintenance space. The grounds would be improved with additional trees, a small symbolic fountain, picnic areas and interpretive trails. About 5 acres of the grounds would be converted to interpretive ground cover plots, including some demonstrations of heterogeneous drought-resistant ground cover and vegetation. The lienzo (traditional Mexican rodeo arena) would be replaced with a permanent facility, and a soundshell would be developed over the outdoor stage. A statue of Benito Juarez would be emplaced to complement the statue of Abraham Lincoln in the city of Juarez. All facilities would be made accessible to the handicapped. Funding for these improvements would depend heavily on efforts to generate donations from the private sector.

A legislative action is proposed to rename the area Chamizal International Peace (or Friendship) Park.

Alternatives to the proposal include no action, drought-resistant landscaping, and a major water feature concept. Environmental consequences of the proposal and alternatives would be minimal. It is anticipated that significant increases in visitor use would result from the proposal and alternatives (except no action).

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PURPOSE AND NEED FOR THE PLAN

PURPOSE OF THE DOCUMENT

The purpose of this document is to describe and analyze a proposed general management plan/development concept plan (GMP/DCP) for Chamizal National Memorial. The plan will guide management and use of the memorial for the next 10-15 years and it will be the basis for subsequent, more detailed planning and design documents.

The GMP/DCP updates the Master Plan for Chamizal National Memorial that was prepared in 1968 and approved in 1970. While much of the old plan is relevant today, it does not adequately address current use patterns, facility conditions, visitor needs, fiscal constraints, and operational requirements. Some elements of the 1970 plan have never been implemented and are now considered too ambitious; others are viable and their omission has created serious problems in operation and visitor understanding of the memorial's significance. This new plan addresses a wide range of topics such as land use, research needs, visitor programs and activities, interpretation, park operations, and development. It provides a comprehensive list of management proposals and covers numerous legal requirements concurrently, including provisions of the authorizing legislation, the National Environmental Policy Act, the National Historic Preservation Act, and other applicable laws, regulations, and policies. A general management plan is required for every unit of the national park system by law and National Park Service (NPS) policy. This document includes an environmental assessment that compares and evaluates the consequences expected if proposed actions or alternatives were to be implemented. Following review of the draft plan/assessment, NPS managers will examine the results of public participation and make appropriate modifications before final selection and approval of the plan's components.

PURPOSE OF THE AREA

The primary purpose of Chamizal National Memorial, as stated in the 1966 authorizing legislation, is to commemorate the harmonious resolution of the longstanding Chamizal boundary dispute between the United States and Mexico (see appendix A for legislation). Other purposes, as interpreted from the legislative history for the area, are to foster good will and understanding between the people of the United States and Mexico; relate the history of the United States/Mexico borderland leading up to the settlement; and provide a center to present activities that preserve the cultural heritages of the people of both countries.

MANAGEMENT PROBLEMS AND ISSUES

Visitor Experience

The current typical visitor experience is concentrated in the visitor center where people circulate through a history exhibit area, see a documentary film, and view temporary displays pertinent to the purposes of the memorial during the day. In the evening, full schedules of live or film performances are dedicated to meeting the purposes of the park. Outdoor activities occur primarily in the form of large special events, dedicated to the cultural purposes of the memorial. The capabilities for and popularity of live performances at the park contrasts with the limited historical interpretive capabilities, producing an imbalance between these two primary purposes. The issue is to determine what needs to be done to eliminate the imbalance between daytime and evening uses.

Interpretation

Existing history exhibits attract little concentrated interest from most park visitors. They need to be reevaluated as to their capability to convey the historical and commemorative themes of Chamizal. Greater emphasis on the treaties subsequent to 1858 and their direct relationship to both the earlier history and subsequent Chamizal settlement would strengthen the historical presentations. The issue is to assess what needs to be provided to upgrade the existing interpretive programs to meet the purposes of the area in stronger and more vital ways and to balance the success of the cultural programs.

Development

Existing interpretive and support facilities are inadequate for displaying temporary interpretive exhibits and intermittent graphic arts/cultural exhibits and for storing and maintaining museum collections; interpretive work space is needed as well. Administrative and maintenance space is scattered around downtown El Paso, resulting in rental costs, transportation costs, park user inconvenience, and hindered operational coordination. No landscaping beyond the minimum was provided in the 1970 Master Plan; the level planned has been completed through a combination of donated plants and materials and local labor. The issue is to determine the types, sizes, best locations, and necessity for certain facilities including:

- additional interpretive space (display/multipurpose)
- operations space (office, interpretive workspace, collections storage and maintenance)
- landscape development (trails, waysides, commemorative monuments, picnic areas, water features, plantings, entrance treatments, fences, shade, statues, etc.)

outdoor facilities (lienzo de charros, amphitheater, restrooms, etc.).

pedestrian access

Plan Implementation

The memorial has a legislative development ceiling of $5,063,000; approximately $2 million has been spent to date. Currently, very limited federal dollars are available to complete proposals. The issue is to determine priorities for implementing proposals and to identify how they should be funded.

Land Protection

The 55 acres legislatively authorized for the memorial are in federal ownership. While there are easements for utilities and highway rights-of-way, no land protection problems exist. This GMP will not assess adjustments to the boundary of the memorial.

MANAGEMENT OBJECTIVES

Following are the management objectives for Chamizal as excerpted from the park's "Statement for Management" (NPS 1976):

> To implement management programs which will fulfill, maintain, and advance the stated purpose and intent of Congress in establishing Chamizal National Memorial--to symbolize the international goodwill and understanding between the United States and Mexico; to develop a showcase urban park functional to other management objectives; and to maintain it in an aesthetically pleasing and hazard-free manner.
>
> To cooperate closely with the counterpart park of Mexico in mutual efforts to exemplify the ideal of parallel parks dedicated to much the same purpose; and to continue to develop and encourage participation in a creative program of cultural exchange with Mexico.
>
> To provide a balanced interpretive program which will relate to the historical significance of the memorial; and to present a factual picture of the history, mores, customs, and problems of the people of both countries who share the borderland, based on an adequate research program which will ensure accurate and complete information.
>
> To present for public enjoyment and benefit a widely-diversified program which interprets and perpetuates segments of the arts and humanities of the diversified ethnic groups, especially those of the southwestern United States and northern Mexico.

To develop and maintain a close working relationship wi
institutions, agencies, and groups by assisting, when possib
facilities and information which can enhance the cultu
educational programs in the fields of arts and humanities.

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DESCRIPTION OF THE AREA

VICINITY

Chamizal National Memorial is adjacent to the United States/Mexico border on the fringe of downtown El Paso, a city with an estimated population of about 450,000. El Paso and its sister city Juarez form one of the largest international bicultural border communities in the world. The combined population of the metropolitan area is estimated to be about 1.5 million people.

Land use in the area includes a variety of urban functions. The memorial is bordered on three sides by major urban streets and freeways. To the west across San Marcial Street is a high school. To the east is the U.S. Port of Entry (border station). A mixture of commercial, industrial, and primarily residential uses are found on the north side across Paisano Drive. To the south is Delta Drive, the Border Highway (limited access), and the concrete channel of the Rio Grande. Across the border in Mexico are a mixture of public facilities, including a border station and the counterpart Chamizal Federal Park of Mexico. It includes 760 extensively landscaped acres, a monument commemorating the settlement, a sports stadium, a playground, picnic areas, fairgrounds, botanical gardens, and an indoor/outdoor archeological museum. Adjacent to Mexico's park is the ProNaf area, a part of Mexico's national frontier development program, which includes a craft sales center, an art museum, a theater/convention hall, plus restaurants and motels.

HISTORY

Chamizal National Memorial commemorates the harmonious settlement of a 97-year boundary dispute between the United States and Mexico over the location of the international boundary formed by the Rio Grande between El Paso, Texas, and Ciudad Juarez, Chihuahua. The Chamizal Treaty of 1963 takes its name from a tract of land known as El Chamizal, which became an area of contention when the Rio Grande changed course and caused question about the location of the international boundary. In broad context, Chamizal National Memorial was established as a unit of the national park system to commemorate in perpetuity the goodwill and friendship exemplified by the Chamizal Treaty and other boundary negotiations between the two nations.

Unlike the previous boundary agreements of 1848 and 1853, the Chamizal settlement resulted from a long history of changing river boundary issues. The Chamizal Treaty eased the last border dispute of consequence in the 115-year history of the international boundary.

Of the nearly 2,000-mile-long border, the river frontiers of the Rio Grande and Colorado River account for more than 1,300 miles. Almost twice as long as the land portion of the border, the river frontier caused nearly all the boundary delineation difficulties between the United States

and Mexico for over a century. The Rio Grande, in particular, has been an unruly and unstable river that has constantly changed course by gradual means (erosion and accretion) and by sudden, violent means (avulsion).

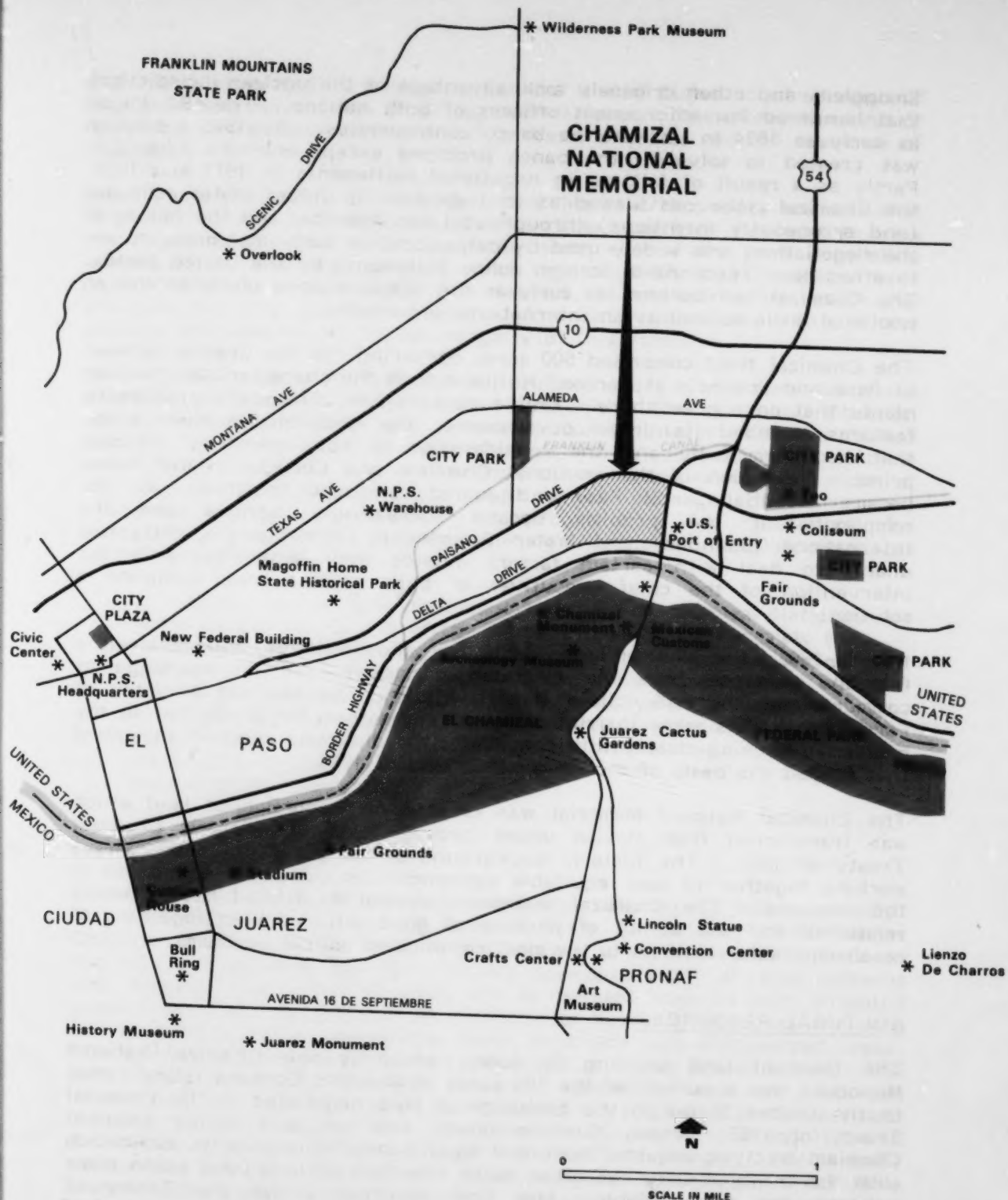
As a result of seasonal flooding, the changing course of the Rio Grande frequently placed the exact location of the boundary in question. With sovereignty at the mercy of a meandering river, the two countries began negotiations in the 1880s. The river problem by then had become complicated at El Paso. As early as 1856, local residents had noticed the problem of the changing river and sought a diplomatic remedy. The long-accepted principles of international law that governed river boundaries provided a rule of thumb to apply to most situations. For example, if the river changed its course slowly through erosion and accretion, the boundary moved with the deepest channel. On the other hand, if the river changed suddenly by avulsion and deserted its old bed and cut a new one, then the boundary remained in the old bed. For nearly three decades these principles governed international disputes along the river.

Finally the Treaty of 1884 formalized the principles as a solution to the river problems. Five years later the Treaty of 1889 resulted in the creation of the International Boundary Commission (IBC) with representation from both nations. The IBC would investigate, make decisions on accretion-avulsion changes along the river boundary, and apply the formalized principles of the Treaty of 1884.

The treaties of 1884 and 1889 paved the way for the harmonious resolution of boundary disputes, and the creation of the IBC became a significant factor in the settlement of international problems related to the boundary. Unique in its organization and mission, the IBC established a nearly perfect record in the amicable resolution of disputes related to the river frontier. The one case that proved nearly impossible for the IBC to resolve was the Chamizal dispute.

Beginning with the Banco Treaty of 1905, the Chamizal issue became increasingly complex. One kind of river action dealt with by the IBC involved the formation of tracts of land called bancos. When the river meandered back and forth across the floodplain, the current eroded the unstable outside banks and built up the insides. As the river action formed an S-like pattern, it worked against the banks and eventually cut across the middle, severing off two pear-shaped portions of land on either side of the new channel. Over long periods of time, hundreds of bancos had formed, leaving traces of abandoned riverbeds. The resulting mosaic patchwork along the Rio Grande made determination of the boundary an extremely difficult task.

The effect of these river changes was a confusing pattern of landownership and jurisdiction. Residents of bancos eventually became separated from their country by a river that had cut a new course. Political problems of jurisdiction arose when residents and authorities on both sides of the river could not determine the true boundary.



VICINITY

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Smugglers and other criminals took advantage of the unclear jurisdictions that hampered law enforcement officers of both nations. The IBC began as early as 1894 to unravel the banco controversies. By 1905 a solution was created to solve all the banco problems except one--the Chamizal. Partly as a result of failures in negotiated settlements in 1911 and 1930, the Chamizal issue was viewed as an indication of United States attitudes (and erroneously intentions) throughout Latin America, and the failure of the negotiations was widely used by detractors, in many instances, to try to affect local reactions to foreign policy statements by the United States. The Chamizal had become, as early as the 1890s, a point of honor and an emotional issue as well as an international argument.

The Chamizal tract comprised 600 acres bordering the Rio Grande between El Paso and Juarez. It derived its name from the characteristic riverbed plants that once grew there. Unlike most bancos, Chamizal's problematic features included its urban development, the questionable river action that had formed it, and the consideration of both countries' national pride. Resolution of the emotional Chamizal and Cordoba Island issues became essential as El Paso and Juarez continued to grow. As the complexity of the problem became increasingly serious and the International Boundary and Water Commission (formerly the IBC) was unable to deal with certain factors outside their authority, only the intervention of the chief executives of both nations could complete a solution.

In mid-1962, the Mexican president took the initiative and received a friendly response from the American president. In an exchange of communiques, the U.S. State Department and the Mexican Ministry of Foreign Relations were instructed to work together for a solution to the problem. Working closely with the IBWC, the diplomats reached an accord that formed the basis of the Chamizal Treaty of 1963.

The Chamizal National Memorial was created on a portion of land which was transferred from Mexico under provisions of the historic Chamizal Treaty of 1963. The historic background of the people of both nations working together to seek equitable agreements is extremely significant to the memorial. The Chamizal settlement symbolizes United States/Mexico relations, and the ability of persons of good will, working together, to reach equitable solutions to the most complicated mutual problems.

CULTURAL RESOURCES

The tract of land totalling 55 acres, which is now Chamizal National Memorial, was a portion of the 193 acres of Mexico's Cordoba Island ceded to the United States in the exchange of land negotiated in the Chamizal Treaty of 1963. Thus, Cordoba Island was not part of the disputed Chamizal tract; it acquired historical significance by dint of its association with the treaty. Only two other major transfers of land have taken place between the two nations. The first occurred under the Treaty of Guadalupe-Hidalgo (1848), when the United States acquired nearly half of Mexico after the Mexican War. The second was the result of the Gadsden

Purchase Treaty (1853) through which the United States acquired much of southern New Mexico and all of southern Arizona. Therefore, the land of the Chamizal National Memorial is the basic physical cultural resource of the park.

Another tangible cultural resource is the line of 27 boundary markers that once marked the international border. These markers run east to west for approximately 100 yards along the north side of the park paralleling Paisano Drive near San Marcial. Until October 1967, the 27 markers were part of the many monuments that defined the old borderline which was changed by the Chamizal Treaty. The chain-link fence next to the markers intrudes on the visual integrity of this resource.

More important than the physical cultural resources of the memorial is the interface of cultures in the border communities that surround Chamizal National Memorial. Social and cultural resources interact with the defined purpose of the memorial and influence, to a degree, park cultural activities. The park also draws from the communities on both sides of the border to produce its inspirational message of harmonious relationships and to enhance its programs. The "Statement for Management" (NPS 1976) describes the significance of intangible resources to the park's mission.

> In broad context, the significant resource of Chamizal National Memorial lies in the will of the United States to commemorate the harmonious settlement of a long-standing boundary dispute between the United States and Mexico. The memorial park was established as a unit of the National Park System to memorialize in perpetuity the goodwill and friendship regained following a war between the two nations and to promote and encourage continuing amicable relations between their people, despite mutual border problems.

NATURAL RESOURCES

The memorial's landscape has been completely altered by human activity. To complement and supplement the relatively flat terrain of the larger Chamizal Federal Park of Mexico and to show a clear distinction between the two, in the 1960s the Park Service developed artificial relief patterns with imported fill. The grounds are 60 percent covered with irrigated grass (Kentucky fescue) that is resistant to heavy visitor use, and with few exceptions, only appropriate native or historically documented trees. The trees are relatively small and dispersed, offering limited shade. The turf develops seasonal brown patches, primarily due to recurrent infestations of grub worm that is controlled by approved pesticides, and requires occasional reseeding. Irrigation is by means of a sophisticated automatic sprinkler system, and the turf is largely mechanically maintained. Traffic islands and some designed landscaping areas have been planted with drought-resistant landscaping; traffic islands have gravel cover and native plants. No endangered plant or animal species inhabit the area, and no wetlands are on the site. Irrigation water is

provided by a service-owned well, with water rights secured. Water quality is marginal due to heavy alkalinity.

The Rio Grande south of the memorial is contained in a concrete channel constructed by the International Boundary and Water Commission (IBWC) to maintain the channel and to carry flood waters. The estimated 500-year flood would be completely contained in this channel (IBWC).

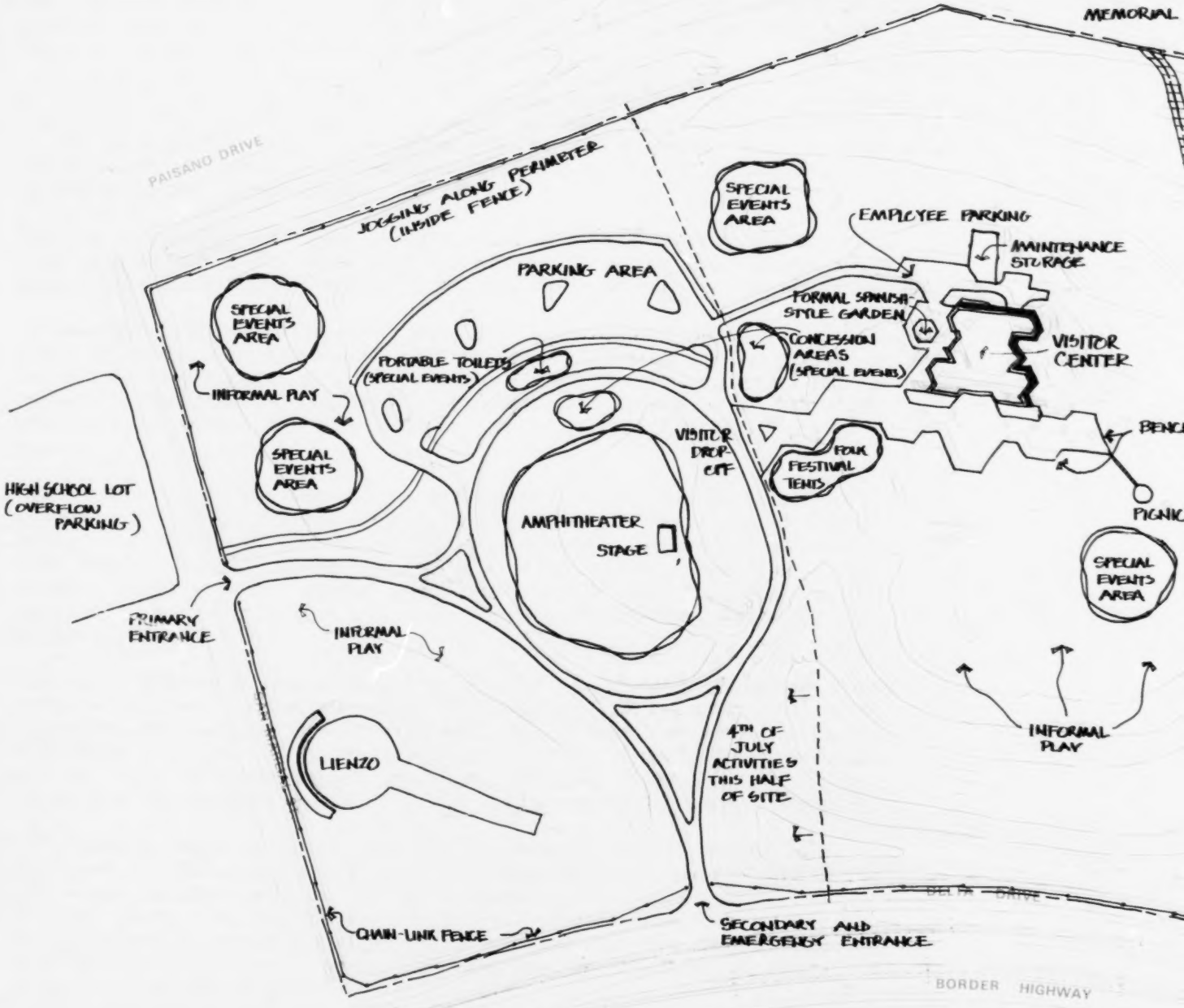
The climate of El Paso/Juarez consists of hot dry summers and mild dry winters. High temperatures average 95° in July, and low temperatures average 44° in January. Relative humidity averages about 30 percent year-round. The percent of possible sunshine is relatively high, ranging from 78 percent in January to 89 percent in July. Rainfall averages about 7 inches per year, mostly in the form of thunderstorms that can be locally severe. There is no flash-flood hazard at the memorial. Intense winds occur in the spring and sometimes into the early summer, bringing dust storms to the area and limiting outdoor use at the memorial. The lack of shade and the intense sun and heat also limit daily outdoor use during the summer and place heavy loads on cooling and irrigation requirements. Summer evenings are pleasant, allowing effective scheduling of outdoor events.

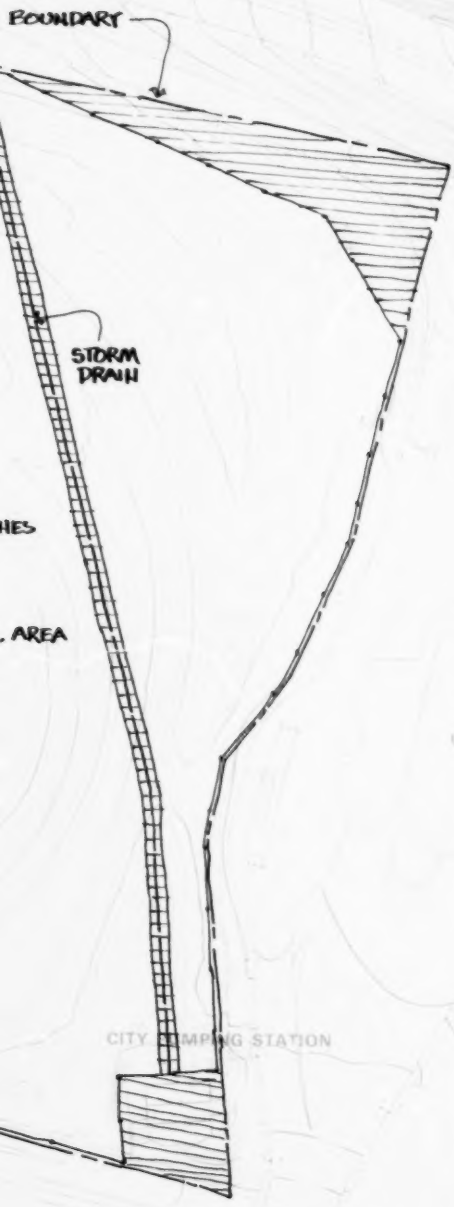
EXISTING DEVELOPMENT/FACILITY ANALYSIS

Most of the memorial facilities were constructed in the early 1970s and are in good condition today. The primary facility is the 18,350 sq. ft. visitor center, which contains a 2,430 sq. ft. lobby area, 190 sq. ft. information desk, a 1,180 sq. ft. history exhibit area, two 630 sq. ft. graphic art display areas, a 500-seat theater, a 1,200 sq. ft. theater workspace, a 600 sq. ft. office, and a 700 sq. ft. maintenance space. The lobby includes 1,000 sq. ft. of essential egress space; the backstage space of the theater is submarginal in capacity for safe and effective use. The visitor center symbolically faces south to Mexico, and the centerline matches the center line of the major structure of the Chamizal Federal Park of Mexico.

Access to the memorial is by two paved entrances, the primary one off San Marcial Street and a secondary one off Delta Dirve. A 160-car paved parking area serves visitor needs for typical daytime use and evening performances. During large special events, the adjacent 900-car high school parking area is available for overflow parking. An amphitheater was established in recent years in the circular bowl adjacent to the entrance road and visitor parking area. It has an 1,800 sq. ft. concrete and stone masonry stage, with light towers below the skyline, associated underground power wiring, and a cement pad for stationing the lighting and sound-control operators. These facilities were constructed by park forces, with some materials donated. Seating is on grass-covered slopes that form a bowl around the stage. The stage is uncovered.

A lienzo de charros, or traditional Mexican rodeo arena, was constructed in recent years to preserve a cultural activity that is the ancestor to the


MEMORIAL
PAISANO DRIVE
JOGGING ALONG PERIMETER (INSIDE FENCE)
SPECIAL EVENTS AREA
EMPLOYEE PARKING
MAINTENANCE STORAGE
PARKING AREA
FORMAL SPANISH-STYLE GARDEN
SPECIAL EVENTS AREA
CONCESSION AREAS (SPECIAL EVENTS)
VISITOR CENTER
PORTABLE TOILETS (SPECIAL EVENTS)
INFORMAL PLAY
BENC
VISITOR DROP-OFF
FOLK FESTIVAL TENTS
SPECIAL EVENTS AREA
HIGH SCHOOL LOT (OVERFLOW PARKING)
AMPHITHEATER
STAGE
PICNIC
SPECIAL EVENTS AREA
PRIMARY ENTRANCE
INFORMAL PLAY
INFORMAL PLAY
LIENZO
4TH OF JULY ACTIVITIES THIS HALF OF SITE
DELTA DRIVE
CHAIN-LINK FENCE
SECONDARY AND EMERGENCY ENTRANCE
BORDER HIGHWAY
RIO GRANDE
MEXICO



DEVELOPED FACILITY

USE AREA

EASEMENT

NOTE: SPECIAL EVENTS AREAS ARE SITES TRADITIONALLY USED DURING OUTDOOR FESTIVALS. STAGES AND TENTS ARE ERECTED FOR EACH EVENT.

N

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SCALE IN FEET

EXISTING CONDITIONS/USE

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American rodeo. Labor was largely donated by the local charro associations using materials supplied by the National Park Service, and maintenance continues primarily on that basis. In the 1970 Master Plan this area was reserved at the request of the IBWC for construction of offices for the United States section. IBWC has informed the National Park Service that they no longer desire this site. The lienzo consists of a wooden arena, chute walls, and bleachers (seating about 600) which require continual replacement and annual painting.

A concrete esplanade (plaza) in front of the visitor center provides pedestrian access from the parking area. A small, three-table picnic area is adjacent to the plaza. A formal Spanish-style garden with a small water fountain, primarily constructed through donations, is found on the west side of the visitor center.

Service entrances, employee parking, and a fenced outdoor maintenance area are on the north side of the building. The unsightly maintenance area is easily seen from Paisano Drive and the north side of the memorial.

Easements were granted to the state of Texas in 1971 for highway and storm drainage improvements related to the I-10 project. The easements permitted construction of the highway interchange northeast of the memorial, the pumping station in the southeast corner, and the storm drain buried across the east side of the park (see Existing Conditions map).

About 30 acres of the memorial are irrigated with an automated sprinkler system. This includes all grounds except the southwest corner (lienzo area), the northeast corner (highway easement), and areas developed with roads, parking areas, walks, the pump station, and the visitor center. Islands in the parking area and between the roads are also not irrigated. A Park Service well near the lienzo provides water for this system.

The city storm drainage pumping station is visually screened from memorial visitors by a stone wall. The memorial is enclosed in a 6-foot chain-link fence which is obtrusive and out of character with the park's friendship message. This fence was constructed to mark the boundaries and to deny vehicular access under the original development limitation, which did not provide sufficient funds for a more acceptable alternative.

Park headquarters is currently in 3,150 square feet of leased space in downtown El Paso, 2.4 miles from the memorial. It provides offices for the superintendent and the park's management and administrative staff, storage space for the museum collection, and interpretive workspace. Headquarters is scheduled this fall to move to the new federal building that is currently under construction adjacent to downtown El Paso, 1.9 miles from the memorial.

The government also leases 4,000 sq. ft. of space in a warehouse 1.5 miles northwest of the memorial for the storage of tents, maintenance items, equipment, and other materials necessary for operation of the

memorial which cannot be adequately stored at the site. Only half this space (2,000 square feet) is actually used.

VISITOR USE

With the exception of lower use in 1980 and higher use in 1985, visitation to the memorial during the past decade has fluctuated between 100,000 and 130,000. Visitation in 1980 was 78,400 and in 1985 it was 149,000. As discussed in the "Management Problems and Issues" section above, the dominant influence on visitor use is the incidence of theater and outdoor events. About 80 percent of all visitors were attracted by these in recent years. Large special events may often account for up to 80 percent of the visits during the month when scheduled, for example:

Event	Visits for Event (Average 1980-84)	Visits for Month of Event (Average 1980-84)
Fiesta of the Arts (Fourth of July)	15,329	July: 19,245
Border Folk Festival	18,941	October: 24,196

Another special event that has recently been established is the annual Border Jazz Festival. This event was attended by about 9,000 visitors in 1983 and 4,500 in 1984; the drop in visitation was caused by local conflicts that developed after the festival was scheduled.

Any effect on visits that might come from weekday versus weekend demand factors is not strong enough to show in the visitor use data. Similarly, holidays in and of themselves do not attract more use, but special events (such as the Fiesta of the Arts on July 4 which ends with El Paso's city fireworks display) are more likely to be held at such times and thus generate large use on such holidays. Seasons with more use are spring, summer, and early fall, because more special events are held then (in response to more pleasant weather) and because walk-in attendance is greater during most of these months.

Indoor and outdoor events are presented both in the daytime and evening. For instance, Sunday evening outdoor concerts are presented by the El Paso Arts Resources Department, June through August. Facilities are open year-round. The memorial does not have any overnight use.

Maximum use that has occurred on the grounds at one time is estimated at 19,978--an attendance level reached during the 1984 July 4 celebration of the city of El Paso, which features the official fireworks display in the mid-evening. At the three-day Border Folk Festival from October 5-7, 1984, the peak crowd was on Sunday afternoon, at which time 2,000 people were estimated to be on the site. The total for this day was 7,759, indicating a significant turnover during the events that lasted from

noon until about 10 p.m. During the heaviest use periods for this event the previous year, daily totals were as high as 12,000. Again, conflicts in scheduling may explain reduced attendance in 1984.

No fee is charged to enter the grounds or the visitor center for information service, publications sales, interpretive activities, history exhibit room, or temporary displays. Many theater performances are also free to the public; others may require a modest admission fee.

Length of stay varies according to category of user. On a typical day when no special event is occurring, visitors stay one to two hours. Special events hold visitors for a longer time, from two-and-one-half to four hours, with a smaller proportion staying the entire day during special festival events. Charreadas (traditional Mexican rodeos) take about three to four hours.

The memorial communicates its international peace/friendship theme not only with outdoor special events, theatrical performances, and graphic-art displays, but also with information services, publications, films, and interpretive exhibits. These present the peaceful resolution of the Chamizal dispute in the context of the positive aspects of events leading to that conclusion, against a background which also included highly-publicized conflicts. Emphasis is given to the history of border surveys with Mexico, as the exemplification of the ideal of mutual effort towards a common end, and as a symbol of the friendship and understanding which come from such endeavors. In 1983, 20,157 people came to the memorial solely to experience this message. Of these, 10,004 people viewed the documentary film, at an average of about 11 people for 916 showings. On those occasions when conflicting use preempts showing the film in the auditorium, a small-screen presentation is made in the east wing, a substandard space designed as a gallery for temporary displays.

Performances include theatrical productions, music, dance, movies, and craft demonstrations. Expressive folk cultures of the region as well as other sections of the United States and Mexico are presented, plus similar samplings from other Hispanic nations. Many of these performances are held in the indoor theater; larger ones are presented in outdoor areas on a permanent stage, under temporary tents, or in the lienzo de charros (Mexican rodeo arena). Concerts range from local amateur groups to highly talented international performers from Mexico and other nations. Ample space is available outdoors for the special events; as many as 25,000 persons are estimated to be within the capacity of the grounds. Capacity of the indoor theater is 502 people. When they do not conflict with the primary memorial functions, the theater is used for a variety of community programs. In 1984, a full house or overflow house (visitors unable to enter due to seating and fire regulations) was recorded 47 times out of a total of 203 performances.

Charreadas--competitions in traditional skills of stock-handling, including roping, cattle-handling techniques, bull riding, horsemanship, and horse training, in patterns which date back to the 17th century--are perhaps the most deeply rooted, purely ethnic activity of the memorial. The

events are held in an on-site arena, built and maintained by volunteer charros with materials provided by the memorial, from six to ten times annually, depending on the funding developed by the charros for stock rental. The national championships, attracting charro clubs from eight states, have been held at the memorial and are expected to return in 1986. Apart from the contests, practices are held on a somewhat casual schedule and attract some viewers. Recent attendance (varied due to the changing numbers of events held) is as follows:

	1980	1981	1982	1983	1984	1980-84 average
Charreadas	1803	1879	1093	1593 est.	2000 est.	1673

Picnickers are on the grounds most weekends except for cold or windy periods, and use includes group picnicking, especially during the late summer. Holidays bring more picnickers than other weekends. Workers and students from Bowie High School also come to eat their lunches and play games on the grounds. About five percent of the typical daily visitation (nonspecial event) is for this use. About half the visitors to special events bring their own food and beverages to eat while watching or listening, and the rest utilize the food and beverage services provided on those occasions by special use permit holders.

Schools and others use the memorial grounds for jogging and other exercise programs, plus soccer, softball, ball-throwing, frisbee throwing, or other physical activities. The northwest corner of the memorial is the primary use area. This use is estimated at five to ten percent of daily use, apart from special events.

Displays of regional artists (American, Mexican, and sometimes from other nations) and displays of pertinent special emphasis periods (Black History Month, Hispanic History Month, and travelling NPS displays) are presented in the west gallery, changing monthly. The utility of this space is marginal, due to the short wall space available and the narrow configuration, which limits viewing capability and audience size.

Outreach programs provided by the park staff include school and service club visits, historical lectures, and a circulating film library on environmental and historical themes.

Visitors are likely to be from El Paso and its immediate region on the American side of the international border. Visitors from southeastern New Mexico are also evident. Visitation from Mexico consists of light use from nearby Ciudad Juarez and some tourists from the central part of the nation. Spanish language programs draw visitors from across the border to some degree. The Siglo de Oro Drama Festival, in March, and the El Grito ceremony (celebrating Mexico's independence), in September, draw the most evident Mexican participation. During the last five years, total attendance at these events were as follows:

	1980	1981	1982	1983	1984	1980-84 average
Siglo de Oro	5676	5157	5797	4458	6439	5505
El Grito (Sept 15)		1426	1526	2264	2550	1942

For 1983, visitation was estimated to be about 25 percent international, with Mexico dominant in this category and West Germany and Japan second due to the concentration of their military personnel stationed at nearby Fort Bliss. Americans of Hispanic descent comprise about two-thirds of the region's U.S. population and attend events in significant numbers, particularly the Charreadas. At the Border Folk Festival on October 6, 1984, the auto licenses were 78 percent from Texas, 10 percent from New Mexico, 5 percent from other U.S. states, and 7 percent from Mexico. Memorial programs are presented in English and Spanish, the staff is multilingual, and some publications are available in both Spanish and English. Translations of museum guides and film narration is progressing in German and is programmed for Japanese and French.

A projection of recreational visits, based on data since 1974, was made by the National Park Service's statistical office. This also considered regional growth forecasts, national trends of increasing attendance at urban recreation facilities, and increasing activity in the Hispanic population. It projects that in the year 1995, use will be 157,000 (with current programs and facilities). For the memorial capacity to accommodate this level, more events could be scheduled at times that currently have low use. The great influence that outdoor special events have on visit totals needs to be considered in analyzing projections. In 1985, visitor use was 149,000, somewhat higher than estimated. Weather, competing activities in the metropolitan area, and other unpredictable factors also may alter patterns significantly. The Border Folk Festival, for instance, one of the memorial's largest annual activities, in 1984 drew under 14,000 people, continuing a decline from its 1982 peak of over 23,000. In spite of good weather, potential visitors may have been attracted to activities held elsewhere in El Paso that weekend.

Table 1 shows total visitation to the memorial from 1974-85. Table 2 presents a breakdown of visits by month from 1974-1985 for daily walk-ins and special activities.

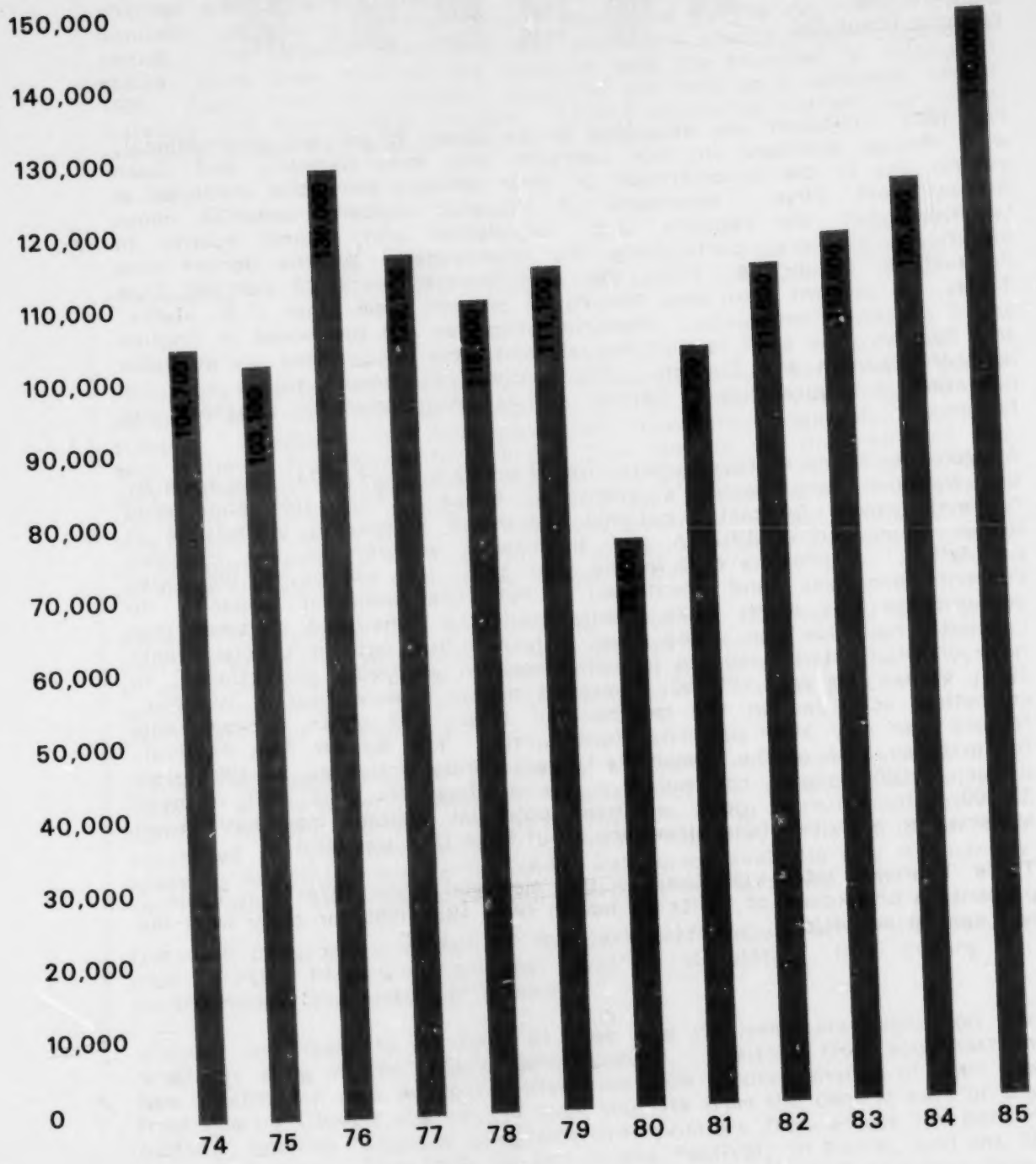


TABLE 1:

Total Visitation - Chamizal National Monument 1974-1985

Table 2: Visitation at Chamizal National Memorial

Daily Walk-ins to Exhibits and/or Grounds

Month	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984
January	(0)	4,598	2,414	1,799	1,923	1,761	1,513	1,987	1,602	1,177	1,679
February	4,695	4,454	3,532	2,122	1,265	1,903	759	1,556	1,559	1,515	1,011
March	6,136	4,410*	2,685	2,815	2,414	3,280	2,272	2,109	2,195	2,136	1,609
April	4,993	6,328	3,419	7,114	5,898	7,360	1,952	2,302	1,650	1,696	1,711
May	6,493	5,129	3,716	2,375	2,412	2,937	1,863	2,851	2,786	1,615	2,900
June	3,588	4,066	3,408	2,774	1,906	2,240	1,975	2,071	2,047	1,853	2,785
July	741	3,454	4,726	8,881	14,132	1,626	1,596	1,675	1,885	2,459	2,066
August	2,898	2,635	3,142	1,908	1,899	1,655	1,283	1,360	2,919	1,351	1,458
September	4,788	2,379	2,244	1,526	1,488	1,089	1,407	1,296	1,699	1,605	1,467
October	4,409	8,768	2,213	2,393	2,926	5,861	1,270	2,142	2,299	1,597	1,999
November	7,614	8,149	1,775	1,877	1,825	1,828	1,314	1,409	1,695	1,481	1,726
December	8,017	2,442	1,601	1,971	2,012	1,785	1,783	1,223	1,197	1,090	(1,163)
	54,372	56,811	34,975	37,555	40,100	33,325	18,987	21,981	23,533	19,575	(22,140)

Attendance at Theater Events, Charreadas, El Grito

Month	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984
January	3,638	1,637	8,139	864	3,597	983	1,532	1,585	2,002	2,263	2,770
February	8,654	2,395	3,471	7,404	8,665	8,127	1,576	8,188	4,462	3,291	3,017
March	4,068	4,314	9,004	4,518	3,797	7,799	6,447	5,812	7,891	5,149	7,682
April	2,276	3,116	6,316	9,889*	9,439	8,951	5,270	3,665	6,140	8,031*	3,914
May	2,926	2,433	8,842	2,679	2,991	3,742	5,345	5,924	5,327	2,664	6,318
June	3,988	3,781	9,395	5,349	3,256	4,023	4,067	3,770	4,671	4,033	9,850
July	2,392	3,711*	5,030	6,075	3,273	2,443	2,436*	3,418	2,722	1,191	8,275
August	1,135	1,472	425	1,313	740	53	604	40	419	9,938	4,488
September	1,786	1,324	6,024	3,422	5,379	1,266	1,234	2,215	4,269	3,596	4,025
October	653	1,155	2,530	6,996	8,035	2,460	2,985	2,663	3,974	4,295	3,419
November	1,410	857	6,904*	7,710	5,750	6,787	1,367	5,665	8,799	8,124	8,653
December	3,537	703	6,695	6,820	7,673	3,367	1,520	3,338	1,179	2,574	(3,029)
	36,463	26,898	72,775	63,039	62,595	50,001	34,383	46,283	51,855	55,059	(65,440)

Attendance at Selected Outdoor Special Events

July 4th	7,803	7,220	10,959	9,089	10,227	14,581	7,224	15,000	16,122	18,500	19,798
Folk Fest.	6,023	7,405	4,320	10,773	6,009	13,476	18,858	21,519	23,290	17,486	13,893
Jazz Fest.										9019	4523
Boy Scouts		8,888	7,000				5,676	5,157	5,797	4,458	6,439
Total Special Events	13,826	23,513	22,279	19,862	16,236	28,057	26,082	36,179	39,412	45,005	38,214
Total All Events	50,289	50,411	95,054	82,901	78,831	78,058	60,465	82,462	91,267	100,064	(103,654)
Total Attendance	104,661	107,222	130,029	120,456	118,931	111,383	79,452	104,443	114,800	119,639	(125,750)

PROPOSAL AND ALTERNATIVES

PROPOSAL

General Concept

The general concept behind the proposal is to provide the minimum facilities and program capabilities necessary to best meet the memorial's purposes and to increase visitor awareness and understanding of the area. The memorial would be improved to give it a greater visual and program identity, to attract both national and international visitors, by placing the park's message of friendship and goodwill in the context of historical background and present cultural interaction.

Land Use and Management

The entire memorial is listed on the National Register of Historic Places. Based on NPS policy, it is zoned "historic-commemoration" for the preservation, protection, and interpretation of borderland cultural resources (tangible and intangible) and the commemoration of the historic personages, period, events, and activities related to the Chamizal settlement. Apart from the primary theme, associated historical themes include great western surveys and political and military affairs, 1865-1914.

Resources Management

Research proposals will be summarized when the resources management plan is completed.

Interpretive Themes

The primary theme of Chamizal National Memorial is international peace and friendship as exemplified by the harmonious resolution of an international border dispute through negotiation. The agreement between the United States and Mexico settling the long-standing Chamizal dispute also promoted the idea of a national memorial as a monument to this peaceful settlement. Against a much more frequent background of border disputes that have provoked armed conflict, Chamizal is a beacon of reason.

The historical background extends to the international boundary survey (1848-57), which established the new boundary between the United States and Mexico. Following the terms of the Treaty of Guadalupe Hidalgo (1848), the grounds for the Chamizal dispute were created. In the harmonius interaction between citizens and military officers of the two nations during the survey, the route to eventual settlement was originated. Of the 2,000 miles of border, more than 1,270 were along river channels, primarily the Rio Grande.

The river moved, as rivers naturally do, gradually over time or rapidly on occasion. Reliance on a changing riverbed to determine the boundary could be expected to have problems. These were solved by established guidelines, through the labors of the unheralded International Boundary and Water Commission, still carrying on its tasks today quietly and effectively. The commission's style harks back to the initial team of surveyors.

When these guidelines could not solve the Chamizal dispute, vastly complicated by its location in an urban area inhabited by citizens of two countries, diplomacy was required.

Through exchange of lands and monetary awards in the negotiated settlement, again there was an echo of the equitable and cooperative approach exemplified by the team of surveyors, now perhaps achieving the status of a tradition. These were a series of positive experiences within a somewhat checkered history of events.

In the border survey are both the seeds of the Chamizal problem and its solution: the changing river and the reservoir of goodwill. As a result, to understand the significance of the settlement of the international dispute commemorated at Chamizal, it is necessary to place it in the context of the border survey, of the continuing border negotiations in part needed because of a changing river, and to focus on the Chamizal settlement specifically.

A border, by definition, establishes an arbitrary line between two entities. Because of its legislative purpose and strategic location, the national memorial must face two directions. Although located on U.S. soil, it is a window on Mexico for U.S. citizens, and a window on the U.S. for Mexican citizens and other international visitors. More than simply a commemoration of past events, the memorial keeps in touch with today through its other functions--those of an educational and inspirational nature. In this way, enlightened goodwill continues to flourish. An evening of golden-age Spanish drama, performances at the outdoor border festival, and other existing and potential programs encourage increased knowledge and intercultural understanding.

One Spanish word for border is "frontera," which can also mean frontier. Because examples of violent border conflicts are much more numerous than peaceful resolutions, it could be said that mankind is still on the frontier of harmonious coexistence between political groups of people, or social, religious, and racial groups for that matter. In such a world, Chamizal is a monument to significant events of the past and to a preeminent goal for the future.

Visitor Use

The proposed management would concentrate on the provision of those facilities and programs which would provide better service to the visitor and improve the capability for presenting a clearer and more integrated

story of the background of the Chamizal settlement. The highly successful cultural programs would be retained and enlarged to some degree. Primary additions would stress the border friendship theme and the role of the cultural programs as living evidence of the strength of the primary resource--the human climate of friendship, tolerance of differences, and understanding. The grounds would be integrated into these programs, providing a total visitor experience at the memorial.

As mentioned above, the primary theme is friendship and goodwill along the border as exemplified by border history from 1848 through the peaceful settlement of the Chamizal dispute. The benefits in friendship and understanding that have resulted from cooperative efforts to resolve mutual problems should be stressed and the relationship of all activities to this theme should be more clearly stated.

The interpretive program would retain the elements of border history which provide a solid historical background for the Chamizal settlement, from the boundary surveys through the present, stressing the many examples of cooperative interaction which have established the social climate that made the Chamizal settlement possible, in spite of some opposition in both nations. Cultural center programming would continue, stressing the contemporary evidence that integrates past and present. Facilities to provide better balance between history and modern interaction at the level of both artists and audiences would be expanded for these purposes.

Much of the visitor experience at the memorial would continue as at present, with viewing of exhibits and the interpretive film important activities especially for those on their first visit to the site. Information service would also continue. Temporary exhibits would provide pertinent historical information and would be interspersed with changing displays, as schedules permit, of the graphic arts, concentrating on examples most relevant to the memorial story. Established and new artists' works might be displayed, and emphasis would be placed on exhibits related to internal works exchange between the two nations. Upon completion of new exhibit areas, this activity would be improved and expanded and would continue to use travelling interpretive materials primarily. It would not duplicate the exhibit programs of other local galleries and museums. Likewise, the theater events and outdoor festivals would continue. In all these functions, as now, emphasis in allocating space, schedule time, and other park resources would be placed on those activities, experiences, and programs that most effectively present the memorial purpose to visitors. Additional new events or activities would be developed to more widely communicate the area's purpose.

Redesign of the memorial entrances would provide an effective introduction for arriving visitors to the site's commemorative meaning--by symbol, phrased slogan, and artistic/architectural treatment. Such a message may be repeated representationally elsewhere on the site for reinforcement--such as at the visitor center entrance or lobby area, theater, and selected outdoor sites.

A new emphasis would be on landscape development and commemorative features. Shaded trails and picnic areas would be provided, and small, heterogenous planting areas would be innovatively designed to be integrated into the interpretive themes of the memorial and border history and economics. Inspirational features would include a major commemorative monument to provide a visual focus for the visitor, and a Benito Juarez statue, equivalent in size and purpose to the Abraham Lincoln statue in Ciudad Juarez. Coordinated interpretation along the trails would complement and supplement these features, the lienzo de charros, and the boundary markers.

A major new special event would be established to celebrate the memorial's purpose. This would be done in concert with Mexico, assuming that they would concur. It would be a border friendship ceremony, presented annually to commemorate the Chamizal settlement. Officials of both nations would participate in the event, which could be held in the respective parks on opposite sides of the border in alternating years.

Additional picnicking would occur in selected areas that are compatible with uses of the grounds during festivals and which would not infringe on viewing of inspirational features by other visitors.

Use of the grounds for informal recreation--such as jogging, cross-country running, soccer, touch football, softball, and other games of a space-demanding nature--would continue as an acceptable use. These activities at expected levels are not anticipated to interfere with the experience intended for those coming to learn of or to appreciate more directly the memorial's legislated purpose.

Park Operations

The primary operations impact would be on the improved interpretive facilities, providing for adequate interpretive space and visitor use and work space support. These would include, as discussed earlier, temporary exhibit and multiuse space, expanded and improved historical exhibits, and work and storage space. The existing maintenance on-site storage would be placed indoors, for security and better protection against the weather. Headquarters offices would be relocated to the memorial, when space is constructed, providing better service to the public and improving management efficiency by eliminating interoffice travel in downtown traffic. Over the long term (25 years), the headquarters relocation would reduce NPS costs as well (see appendix B).

The off-site warehouse space will continue to be leased to provide storage of materials necessary for operation of the memorial. When the lease is renewed, storage needs will be reevaluated to eliminate any extra space. This arrangement will be more cost-effective than relocating the function to the memorial.

Maximum use of volunteers would be made to increase services to the visitor, and contracting out would be done where practicable to minimize

maintenance staff needs. In addition to the existing staff, maintenance of grounds would entail the use of additional laborers to care for plantings, trails, additional picnic areas, and increased visitation needs on a seasonal basis. Additional professional level assistance would be required in the Interpretive Division, for maintenance of museum collections and planning, management, and registration work on temporary exhibits from other sources. Four additional cooperative education students are proposed for direct contact work and development work in the interpretive program, both environmental and historical.

Development

Concept. The concept of the proposal is to make significant improvements to the grounds of the memorial by taking advantage of existing site qualities (see Site Analysis map) and to develop a visitor center addition to provide more space for existing visitor activities and administrative functions. All facilities would be made accessible to the handicapped.

Landscape Plantings. A substantial number of large trees would be planted to provide shade, space definition, screening, and visual appeal. These would be positioned as individuals or in groups to create shaded trails and picnic areas and to develop aesthetic effects. Most of the memorial grounds would remain in grass, including large open areas, to continue providing space for major special events. Certain areas would be converted to a variety of small plots, integrated with the interpretive needs of the area and reducing to some extent the irrigation needs. The plots would be innovatively designed to avoid major replacement or redesign of the existing irrigation system, which with normal maintenance has a long period of useful service remaining.

Landscape Development. A large inspirational monument (to be constructed by donation) would be developed directly south of the visitor center on the centerline that ties the visitor center to the primary structure of the Chamizal Federal Park of Mexico. An inspirational monument was included in the plan during the preauthorization hearings; therefore, this proposal would fulfill the legislative intent. It would symbolize the park purpose and give an identity to the memorial. It would have a vertical dimension to create a substantial visual impression as seen from surrounding traffic arteries, tempered to avoid minimizing the significance of the visitor center. A competition would be held to select an appropriate design based on criteria established by the Park Service. Authority for final approval of design and construction would be retained by the Park Service.

A statue of Benito Juarez would be emplaced in a visually prominent location just east of the plaza near the visitor center. This statue (to be constructed by donation) would complement and be of a size comparable to the Abraham Lincoln statue in Ciudad Juarez. The location would provide an appropriate axial focal point for people approaching the visitor center along the esplanade, and it would be visible to motorists on adjacent arteries.

SINGLE-FAMILY HOUSING

HEAVY TRAFFIC

6' CHAIN-LINK FENCE

VIEW OF PARK FROM HIGHWAY

30'± ABOVE MEAN ELEVATION OF PARK

HISTORIC BOUNDARY MARKERS

PAISANO DRIVE

DEEP DITCH

BUSY TRAFFIC INTERCHANGE

ALL ISLANDS CONTAIN DESERT PLANTINGS AND GRAVEL MULCH

TRAFFIC LIGHT

FENCED STORAGE AREA

NPS PARKING

SERVICE ROAD

MAINTENANCE/SERVICE ENTRANCE

FORMAL SPANISH-STYLE GARDEN

VISITOR CENTER

DOMINANT SITE LINES

CONCRETE ENTRANCE PLAZA

HIGH SCHOOL LOT (OVERFLOW PARKING)

LIGHT TRAFFIC

LOW STUCCO WALL

CONCRETE SIDEWALK

STAGE

LARGE OPEN FLAT AREA

HEAVY STOP & GO TRAFFIC TO & FROM MEXICO

U.S. PORT OF ENTRY

GATE

PRIMARY ENTRANCE

THIS AREA NOT IRRIGATED - CONSISTS OF WEEDS & BARE SOIL ONLY

HIGH POINT + 3710.4

SAN MARCIAL ST.

LIENZO

HIGH SCHOOL

LARGE SWALE

LOW POINT + 3691.2

SPARSE DESERT PLANTING

CITY PUMPING STATION

8'± STONE WALL

DELTA DRIVE

GATE SECONDARY ENTRANCE SERVICE/EMERGENCY ACCESS

PREDOMINANT WINDS FROM SOUTHWEST

BORDER HIGHWAY

HEAVY TRAFFIC

VIEW OF PARK FROM BRIDGE

RIO GRANDE

MEXICO

CORDOVA BRIDGE

CHAMIZAL FEDERAL PARK

NOTES

1. TOPOGRAPHY ROLLING WITH A MAXIMUM OF 20'± ELEVATION DIFFERENTIAL. PREDOMINATED BY SWALE IN SE. QUADRANT.
2. SLOPES APPROX. 15% MAXIMUM, WITH ONLY ONE LARGE, RELATIVELY FLAT AREA.
3. EXCEPT WHERE NOTED, SITE IS ENTIRELY IRRIGATED TURF, IN NEED OF REVITALIZATION.
4. TREES ARE SCATTERED OVER SITE, BUT MOST ARE TOO IMMATURE TO PROVIDE APPRECIABLE SHADE.
5. ALL INTERIOR ROADS & PARKING ARE BITUMINOUS CONCRETE.
6. OTHER THAN SIDEWALKS, NO DESIGNATED TRAILS EXIST.
7. TRAFFIC IS HEAVY ON 3 SIDES (EXCEPT SAN MARCIAL). NOISE, VISUAL, & AIR POLLUTION WORST ON EAST BOUNDARY.
8. VIEWS OF ADJACENT SCENERY ARE NEGATIVE, BUT VIEWS TO DISTANT MOUNTAINS ON NORTH & SOUTHWEST COULD HAVE POSITIVE IMPACT ON SITE.
9. DRAINAGE IS UNCONTROLLED. NO STANDING WATER OR EROSION AREAS EXIST. SOME LOW AREAS BECOME MUDDY FOLLOWING HEAVY RAINS.

N

0 100 200

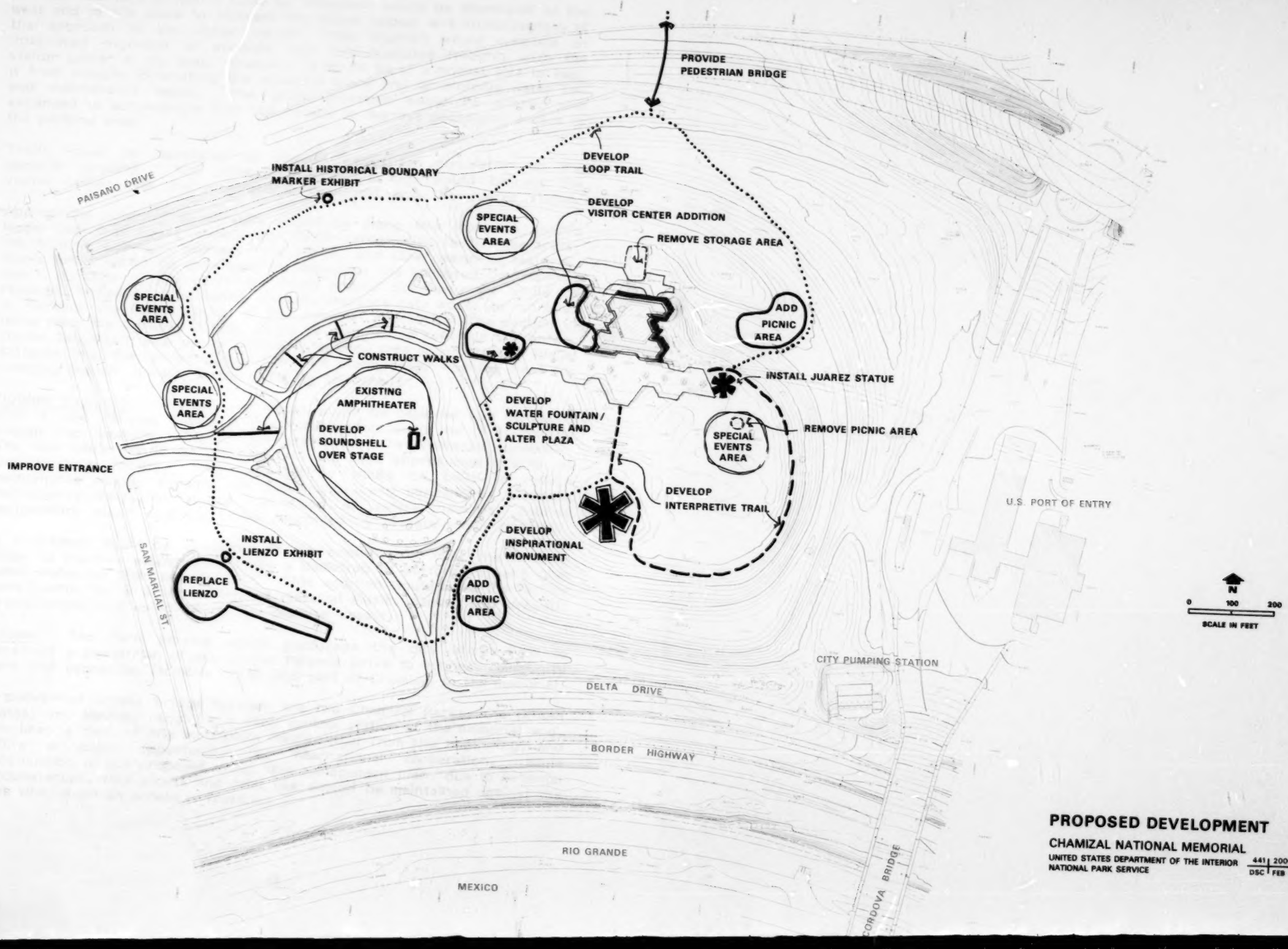
SCALE IN FEET

SITE ANALYSIS

CHAMIZAL NATIONAL MEMORIAL

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

441 | 20008
DSC | FEB 88



PROPOSED DEVELOPMENT

CHAMIZAL NATIONAL MEMORIAL

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

441 | 20007
DSC | FEB 88

A water fountain/sculpture (also by donation) would be developed at the west end of the plaza to increase the visual appeal and attractiveness of the approach to the visitor center. The fountain would complete an integrated alignment of symbolic and commemorative features with the visitor center at its apex; however, it would be of a modest size to keep it from visually dominating the memorial scene and to minimize water use and maintenance needs. The plaza approach would be altered and expanded to accommodate this feature and to improve pedestrian access to the parking area.

Trails would be developed to provide pedestrian circulation on the memorial grounds. The primary interpretive loop would connect the visitor center with the inspirational monument and the Juarez statue.

Appropriate interpretive exhibits would be along this loop. A second larger loop trail would connect the visitor center with special use areas, the historic boundary markers, the lienzo, and other memorial features. Picnic areas would be developed as shown on the Proposed Development map. Portions of the chain-link fence around the monument would be removed, replaced, or screened, and the entrance gate would be improved to increase the visual appeal of the memorial approach. The section of fence near the Cordova Bridge would be retained to continue the border station function it now serves, which is to allow free observation of illegal entrants into the United States from the storm sewer opening near the pumping station, a major access point for this traffic.

Outdoor Facilities. The existing lienzo would be replaced (by donation) with a new 750-seat facility. The construction would be of traditional design and masonry materials but usable for other memorial functions. The new lienzo would be developed in the same approximate location as the existing facility. The new facility would be built to reduce maintenance needs, enhance the appearance, and permanently eliminate maintenance costs in annual correction of safety hazards; routine maintenance would continue to be supported by private sector donation.

A soundshell would be developed at the amphitheater over the existing stage to improve acoustics, provide a backdrop to performers, and give some protection from the elements. This addition would make the facility more useful for a wider variety of classical music, dance, and dramatic presentations and would extend the seasonal uses.

Access. The Park Service would encourage the city of El Paso to construct a pedestrian crossing over Paisano Drive to connect community park and recreation facilities north and east of Chamizal to the memorial.

A pedestrian access bridge between the two Chamizal parks, the United States, and Mexico, requiring a small control station at the memorial end, has been a part of the memorial's master plan from the beginning, and offers a major opportunity for international cooperation. While construction is not proposed under this management plan, due to external circumstances, this access and land use should be maintained against the time when such an access is feasible.

Interpretive Display Space. The visitor center would be expanded by 1,600 square feet to provide a multipurpose room to accommodate the following functions: display special emphasis historical exhibits, of a temporary nature, interspersed with graphic arts when schedules indicate; show the interpretive film under controlled conditions when crowds do not require the auditorium space; use for closed circuit televisions presentations, including those when major international events overflow the auditorium (as during many nights of the Siglo de Oro Drama Festival); present school programs; and house craft demonstrations during some special events. Other appropriate uses would certainly evolve when the space becomes available.

The existing history exhibit area would be expanded by remodeling the east gallery area (approx. 600 square feet of additional space). This would provide more adequate space to expand and place the inspirational message into better context, past and present, and to provide more detailed coverage of the Chamizal settlement in the combined space.

Operations Space. The visitor center would be expanded to house headquarters (2,200 square feet), interpretive workshop, and collections storage (1,400 square feet), including a small vault and maintenance (2,000 square feet) space. This would allow relocation of the administrative offices from downtown to the memorial as discussed above. It would also allow relocation of the collections storage for those materials which should be retained on site, with security and environmental controls to meet museum and NPS standards. The new maintenance space would replace the existing 700 square feet in the visitor center which would be converted to a theater work and storage area, to comply with requirements for safe and efficient operation, and it would allow for removal of the insecure outdoor maintenance area behind the visitor center. As mentioned under "Park Operations," the Park Service would continue to lease limited warehouse space off site for storage of materials needed to operate the memorial, but not required on a day-to-day basis.

Energy conservation measures and passive solar techniques would be used in design of the building addition. A large percentage of the structure would be below ground level, to avoid vertical intrusion on the facade of the existing building and to conserve energy. The existing visitor center would not be retrofitted with a solar system as proposed in the past, due to cost, feasibility, and maintenance considerations, given the current state of the art.

Legislation

A proposal for legislation would be made to rename the park Chamizal International Peace (or Friendship) Park. This would provide a clearer identity for the memorial and generate greater visitor interest. Careful wording of the proposed legislation should include a firm recognition of the mandate developed during the Senate and House Hearings, 1962-66, on the purposes of the area. This would be of great advantage in making the mandate clear to casual reviewers in the future. The current name gives no indication of the park's important message.

Plan Implementation Priorities and Costs

Implementation of the plan would occur through an extensive and long-term effort between the Park Service and the El Paso/Ciudad Juarez community. The lienzo de charros, the commemorative monument and Benito Juarez statue, and the symbolic esplanade fountain would be funded primarily thorugh donations. Plantings, trails, and picnic areas would be implemented through a combination of limited NPS funding and donations of plants, material, and volunteer services. The visitor center, exhibit changes, and soundshell would be the highest priority for full NPS funding, but given the realities of the federal budget, this may be some years away. They are nonetheless retained as the first priority. Landscape development can be implemented more gradually, as support from the private sector provides opportunity for individual projects. The building addition would occur as one development project. The total cost of development would be about $2 million (gross), less substantial savings in landscape development created by donations and volunteer work. To provide for orderly completion of the projects and to best assimilate possible donations, development phases would be as shown in the following table.

Table 3: Development Cost Estimates Proposal

Phase 1

Interpretive trail, with exhibits (1,500 lf)	$ 30,000
Picnic areas (20 tables)	24,000
Soundshell, amphitheater	90,000
Loop trail and walks (5,000 lf)	75,000
Total, phase 1 (net)	$ 219,000
Total, phase 1 (gross)	$ 319,700

Phase 2

Visitor center, multipurpose interpretive and public use space (1,600 sf)	$ 240,000
Visitor center, collections storage and interpretive workspace (including vault) (1,400 sf)	154,000
Visitor center, administrative offices (2,200 sf)	220,000
Visitor center, maintenance storage and workspace (2,000 sf)	190,000
Remodel history exhibit area (600 sf)	10,000
Replace visitor center history exhibits	80,000
Total, phase 2 (net)	$ 894,000
Total, phase 2 (gross)	$1,305,000

Phase 3

Trees (500)	$ 100,000
Interpretive planting areas (5 acres)	50,000
Chain link fence replacement (1,400 lf)	47,000
Entrance gates (2)	28,000
Large inspirational monument	donation
Juarez statue	donation
Lienzo de charros	donation
Water fountain/sculpture	donation
Total, phase 3 (net)	$ 225,000
Total, phase 3 (gross)	$ 328,000

Gross costs include 46 percent over net costs for project design, construction supervision, and contingencies, based on 1985 costs for similar facilities in other areas (class C). All items not designated for donation only are estimated at total cost; however, significant reductions in NPS costs would occur according to the success of the donation program.

To provide for additional operating needs of the memorial, the annual costs would be increased as follows:

*Museum specialist, GS-7, 1 man-year	$ 23,000
Supplies and materials	4,500
Seasonal laborers (4), WG-3, 2 man-years	29,400
Supplies and materials	7,500
Four cooperative education students, GS-4, 2 man-years	28,900
New special event	30,000
Supplies and materials	3,600
Visitor center utilities	12,000
Total operating cost increases	$ 123,900

*Some savings may be realized by development of a cooperative agreement with an outside museum or university to participate in an intern training program.

ALTERNATIVE 1 - NO ACTION (EXISTING CONDITIONS)

Alternative 1 is the no-action option. The area would be managed using existing facilities, staff, and programs. For a description of this alternative, refer to the "Description of the Area" section of this document. Under this alternative, headquarters would move to the new federal building as scheduled.

TERNATIVE 2 - DROUGHT-RESISTANT LANDSCAPING

e following describes alternative 2 where it differs from the proposal.

velopment

ncept. The concept of this alternative is to decrease the emphasis on interpretive landscape, concentrating on historic introductions and nomically valuable plants, and to make functional improvements to the dscape by converting about half the existing turf to large, ught-resistant areas, which would reduce water use to some degree.

dscape Plantings. Slightly less than half the existing turf cover out 15 acres) would be replaced with drought-resistant plantings, ucing water consumption significantly once the vegetation is blished. The existing irrigation system in these areas would be oved, redesigned, or replaced to provide proper hydraulic controls. se areas would be designed so that, once established, maintenance ds should be reduced. Major open areas of turf would be retained to sfy functional needs for the major special events, such as the folk ival.

dscape Development. The Juarez statue would be placed about 100 ds farther east. It would still serve as a focal point from the plaza roach, while providing a stronger visual link between the park and fic to and from Mexico (vehicular and pedestrian). To conserve water avoid significant maintenance requirements, a fountain would not be eloped. The interpretive trail would follow the large swale, taking on character of a dry creekbed rather than up on the ridge as described the proposal. The picnic areas would also be located somewhat erently from the proposal. The chain-link fence around the memorial ld be removed in the interest of improving the aesthetic character of park. Proposed plantings would serve to define the preferred access ts for the memorial (see Alternative 2 map).

rpretive and Operations Space. In this alternative additional space ld be required for the additional maintenance workload above that sioned in the proposal. An additional 400 feet of maintenance work e and storage space would be added to the visitor center maintenance ds, accordingly.

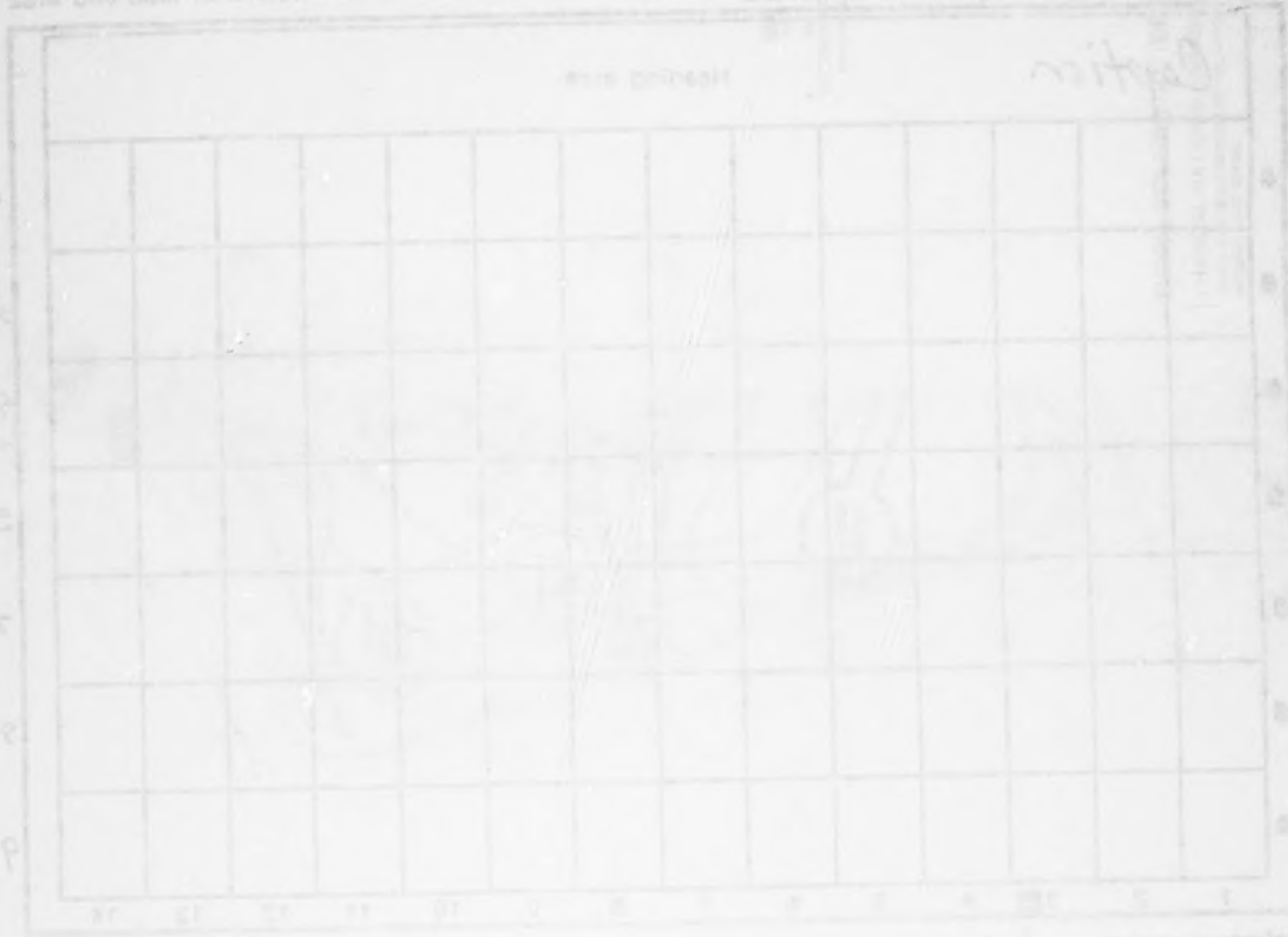
Implementation

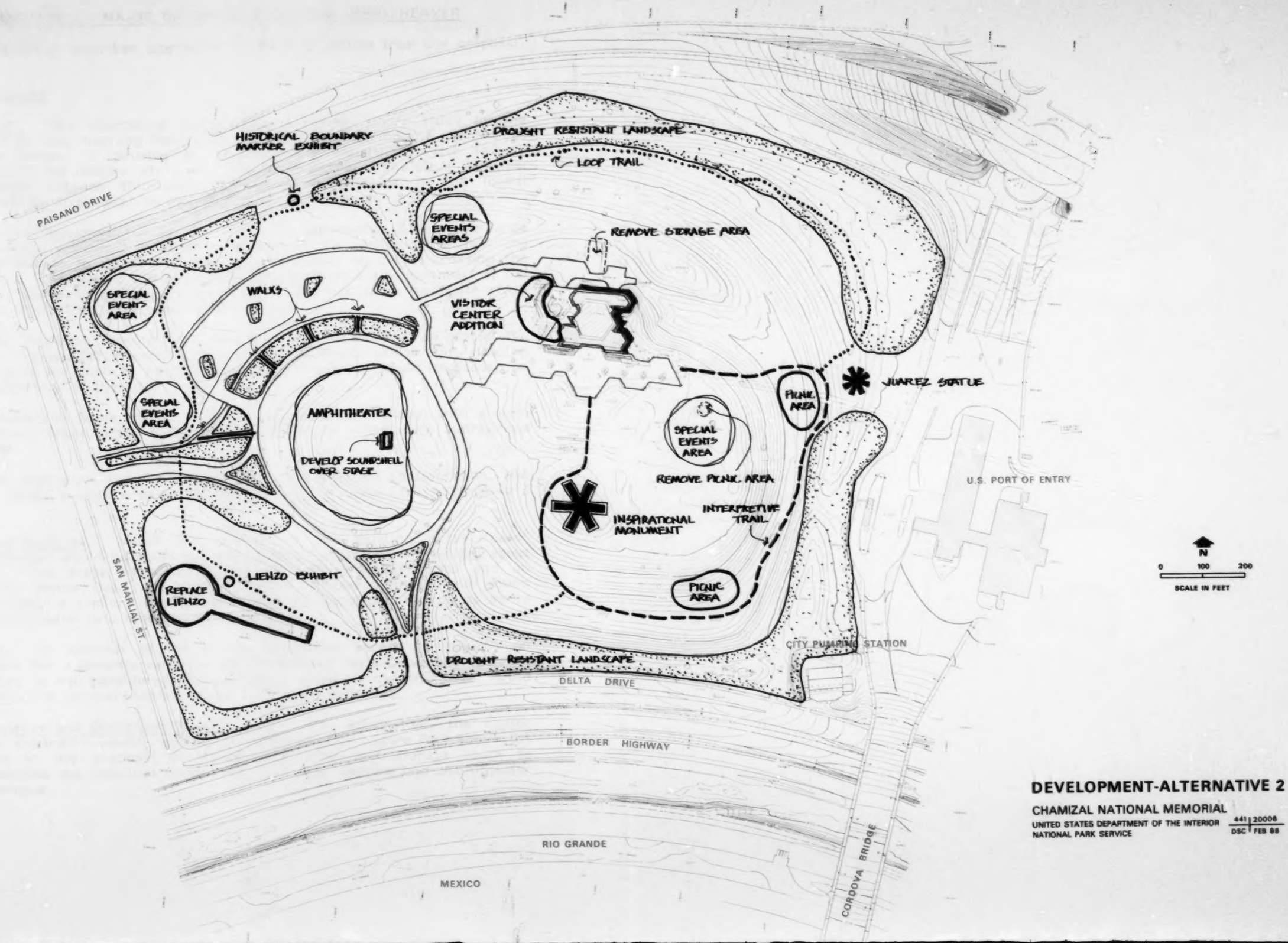
strategy for implementing alternative 2 would be essentially the same n the proposal. Priorities would remain the same with slightly higher s for additional maintenance space and landscape development. The cost would be about $2.3 million (see table 4).

Table 4: Development Cost Estimates, Alternative 2

Phase 1	
Interpretive trail, with exhibits (1800 lf)	$ 36,000
Picnic areas (20 tables)	24,000
Soundshell, amphitheater (1800 sf)	90,000
Loop trail and walks (5000 lf)	75,000
Phase 1 (net)	$ 225,000
Phase 1 (gross)	$ 328,500
Phase 2	
Visitor center, multipurpose interpretive and public use space (1,600 sf)	$ 240,000
Visitor center, collections storage and interpretive workspace, (including vault) 1,400 sf	154,000
Visitor center, administrative offices (2,200 sf)	220,000
Visitor center, maintenance storage and workspace (2,400 sf)	228,000
Remodel history exhibit area (600 sf)	10,000
Replace history exhibits	80,000
Total phase 2 (net)	$ 932,000
Total phase 2 (gross)	$1,360,700
Phase 3	
Trees (500)	$ 100,000
Drought-resistant ground cover (15 acres)	150,000
Replace irrigation system (55%)	103,000
Chain-link fence replacement (1400 lf)	47,000
Entrance gates (2)	28,000
Large inspirational monument	donation
Juarez statue	donation
Lienzo de charros	donation
Water fountain/sculpture	donation
Total, phase 3 (net)	$ 428,000
Total, phase 3 (gross)	$ 624,900

In addition to the increased operations cost of the proposal, additional labor is estimated to maintain the larger drought-resistant landscape areas to standard while plants are getting established. The annual cost increase under alternative 2 would be an estimated $172,800, with two additional full-time employees and five more seasonal employees.





DEVELOPMENT-ALTERNATIVE 2

CHAMIZAL NATIONAL MEMORIAL

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ALTERNATIVE 3 - MAJOR WATER FEATURE AND AMPHITHEATER

The following describes alternative 3 where it differs from the proposal.

Development

Concept. This alternative incorporates a concept under study by the City of El Paso Planning Department, recommended during the alternatives review phase, to develop a "riverwalk" or canal-like water feature connecting the nearby city parks with the memorial. The other principal difference between this alternative and the proposal is the formal construction of an amphitheater in the existing location.

Landscape Development. As shown on the Alternative 3 map, the large inspirational monument would be sited east of the visitor center near the border station to make a stronger visual impact on people crossing the border. The Juarez statue would be emplaced on a site northeast of the visitor center to make a stronger visual impression on motorists along Paisano Drive and those crossing the border.

A canal would be developed by others within the memorial as part of the larger "riverwalk" described above. This would utilize the existing topography as much as possible, but some regrading would be needed on the north side of the site.

The chain-link fence around the memorial would be replaced with a more attractive, lower fence constructed of stone or other more appropriate material.

In this alternative the trails would take on a different configuration, and picnic areas would be developed in alternate locations (see Alternative 3 map).

Outdoor facilities. Under this alternative, the existing grass "bowl" amphitheater would be developed into a formal amphitheater, seating about 7,500. The stage would be developed with dressing rooms and an attached dance floor and with increased theater lighting and sound capabilities; a comfort station would also be developed nearby to serve the amphitheater and major special events.

Access. In addition to the future pedestrian access to Mexico, an easement for a possible vehicular access between Delta Drive and the Port of Entry is also considered. Development would be by others and would be subject to concurrence by the Port of Entry officials.

Interpretive and Operations Space. Under this alternative, the visitor center expansion would require an additional 750 square feet above the amount in the proposal of maintenance work and storage space to accommodate the activities needed for the water feature and amphitheater maintenance.

Plan Implementation

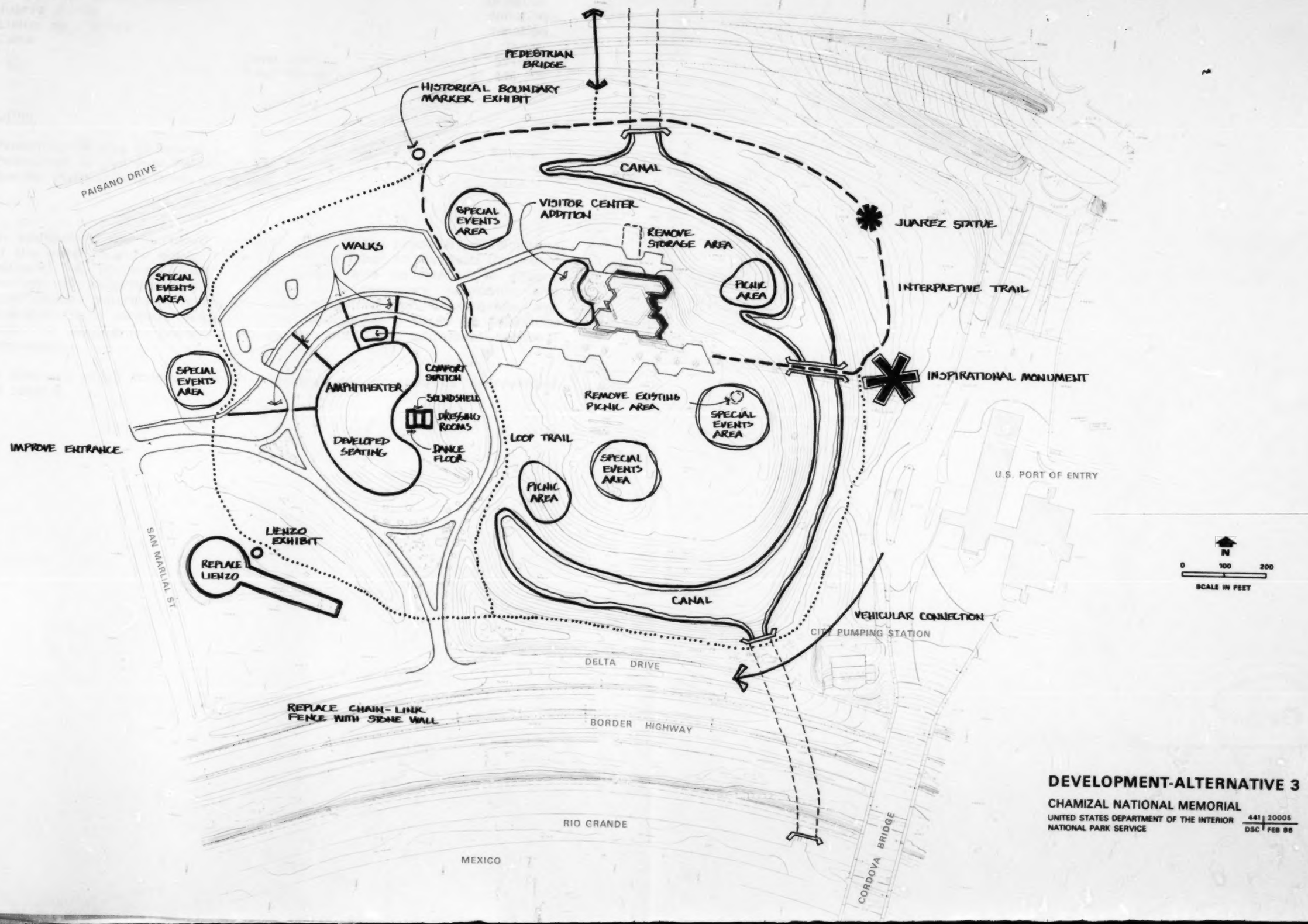
The strategy for implementation would be similar to the proposal. The following table displays cost estimates for development items. The total cost would be about $3.5 million (gross). In view of the existing $3 million balance under the limitation of 1976, legislation would be required to increase the limitation for development by about $500,000 (1985 figures). This figure could be reduced or eliminated with a successful private sector support program.

Table 5: Development Cost Estimates, Alternative 3

Phase 1	
Interpretive trail, with exhibits (2,500 lf)	$ 50,000
Picnic areas (20 tables)	24,000
Soundshell, amphitheater (1,800 sf)	90,000
Loop trail and walks (5,000 lf)	75,000
Comfort station (800 sf) with utilities	180,000
Total (net)	$ 389,000
Total (gross)	$ 567,900
Phase 2	
Visitor center, multipurpose interpretive and public use space (1,600 sf)	$ 240,000
Visitor center, collections storage and interpretive workspace (including vault) (1,400 sf)	154,000
Visitor center, administrative offices (2,200 sf)	220,000
Visitor center, maintenance storage and workspace (2,750 sf)	262,000
Remodel history exhibit space (600 sf)	10,000
Replace visitor center history exhibits	80,000
Total (net)	$ 966,000
Total (gross)	$1,410,400
Phase 3	
Trees (500)	$ 100,000
Interpretive plantings (5 acres)	50,000
Low stone wall (4,000 lf)	136,000
Entrance gates (2)	28,000
Dressing rooms, amphitheater (1,000 sf)	50,000
Dance floor, amphitheater (270 sy)	11,000
Seating (7,500, informal)	500,000
Lighting towers, wiring, sound system, amphitheater	60,000
Pedestrian bridge over canal	56,000

MICROSCOPIC GRID GAUGE

FORMAT: 4" SQUARES



DEVELOPMENT-ALTERNATIVE 3

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Large inspirational monument		donation
Juarez statue		donation
Lienzo de charros		donation
Canal		by others
	Total (net)	$ 991,000
	Total (gross)	$1,446,900

Other

Pedestrian bridge to Mexico	future
Pedestrian bridge over Paisano Drive	by others
Border station/Delta Drive connection	by others

In addition to the increased operation costs of the proposal, development of the water feature would require extensive labor to maintain the water feature. A pumping plant operator would also be needed to ensure control of waterflow and to maintain any necessary sanitation and purification controls. Increased costs required for maintenance and operation to a minimum standard under alternative 3 would be $428,400, with 12 additional full-time employees and four additional seasonal employees.

A summary of all actions under the proposal and alternatives is presented in table 6.

Table 6: Summary of Development - Proposal and Alternatives

	Proposal	Alternative 1	Alternative 2	Alternative 3
Concept	Improve grounds and expand visitor center for interpretive and administrative functions	No action (existing conditions)	Develop drought-resistant landscape areas	Incorporate riverwalk concept and formal amphitheater
Landscape Plantings	Plant more trees and convert 5 acres into integrated interpretive plantings	Retain existing turf and landscape	Plant trees (as in proposal) but convert 15 acres of turf into drought-resistant plantings	Same as proposal
Landscape Development	Develope large inspirational monument, Juarez statue, water fountain, trails, exhibits, and picnic areas; replace/remove portions of fence	Retain existing undeveloped grounds	Alternative locations for Juarez statue, trails, and picnic areas; remove fence	Alternative locations for commemorative monument, Juarez statue, picnic areas, and trails (includes riverwalk); replace fence
Outdoor Facilities	Replace lienzo; develop soundshell over outdoor stage	Maintain existing lienzo and stage	Same as proposal	Replace lienzo; develop formal amphitheater (7,500 seats), dressing rooms, dance floor, light towers, and comfort station for amphitheater
Access	Encourage construction of pedestrian crossing over Piasano Drive; in future, plan for pedestrian access to Mexico	Maintain existing access	Maintain existing access	Provide easement for possible vehicular access to Delta Drive from Port of Entry
Interpretive Space	Add to visitor center to provide 1,600 sq. ft. multipurpose room; expand history exhibit into east gallery (approx. 600 sq. ft.); provide collections storage, vault, and interpretive workspace (1,400 sq. ft.)	Maintain existing visitor center space	Same as proposal	Same as proposal
Operations Space	Add to visitor center to provide 2,200 sq. ft. headquarters, 2,000 sq. ft. maintenance space; convert existing 700 sq. ft. maintenance space to theater workspace; remove outdoor maintenance area; continue warehouse lease	Move headquarters to new federal building as scheduled; continue existing maintenance space, outdoor maintenance storage area, and warehouse lease	Same as proposal, except additional maintenance space (400 sq. ft.; total 2,400 sq. ft.)	Same as proposal, except additional maintenance space (750 sq. ft.; total 2,750 sq. ft.)

ENVIRONMENTAL CONSEQUENCES OF THE PROPOSAL AND ALTERNATIVES

This section analyzes the environmental impacts of the proposal and alternatives. The no-action alternative would continue existing conditions and therefore would result in no change in the environment. The proposal and action alternatives (alternatives 2 and 3) would have similar impacts and will be discussed as a group, with differences pointed out where appropriate. The canal concept discussed in alternative 3 is being proposed by others and would be subject to a separate environmental analysis if selected as the proposal. Therefore, its impacts will not be assessed in this document.

Cultural Resources

As mentioned above, the land has been severely altered in modern times, and additional development would not affect any critical historic scene. New development would further serve to preserve and commemorate the intangible resources associated with the memorial. The historic boundary markers would be preserved and interpreted, and the most objectionable portions of the chain-link fence would be removed.

Natural Resources

Impacts on natural resources would be minimal because the memorial grounds have been substantially altered over the years by various land uses before NPS acquisition, and extensive park improvements have been made to the site since that time. Proposed new improvements would not affect critical natural resources as typically considered in environmental documents. No endangered or threatened plant or animal species inhabit the area. The site is above the 500-year floodplain of the Rio Grande, and there is no flash-flood hazard. The proposal and alternatives would have no noticeable impact on air quality in the El Paso/Juarez area. The ground would be disturbed during construction activities, and windblown dust could result for temporary periods. Water quality would also not be affected.

The conversion of about 5 acres to an interpretive landscape would reduce water consumption somewhat, but this might be offset by additional water use for additional trees and the proposed water fountain. Alternative 2 would result in the greatest water conservation because 15 acres would be converted to a drought-resistant landscape.

The building addition would require additional energy to cool and heat, although solar design and conservation features would keep this impact to a practicable minimum. Traditional energy sources are readily available from El Paso utilities.

Visitor Use and Aesthetics

The effect of the proposal would be to enhance communication of the memorial's purpose to visitors, which would increase awareness of the memorial's international peace/border friendship aspects. The large inspirational monument would not only enhance the basic visitor experience but would increase awareness of the site for people who pass nearby. This would stimulate thoughts about the memorial's purpose and encourage visits to the area.

Proposed new outdoor and indoor activities could be accommodated with existing facilities and the planned improvements. The existing facility use is heavily scheduled for cultural events, and full capacity scheduling of the existing indoor facilities is already implemented, with the auditorium in use for 225 public presentations in 1985. Rehearsals, maintenance time, and closure during the slow demand periods of Christmas week and during major community events elsewhere make a heavier schedule expensive and impractical. Outdoor special events can be expanded only with the consideration of avoiding competition with other local events of a formal nature.

People who schedule and present events would find it more convenient and efficient if the park staff were at the site.

Expanded and improved history exhibits and the availability of temporary display space to meet minimum standards would provide more effective presentation of the purpose, enhancing the capability to convey the message of international and intercultural understanding.

The picnicking experience would be enhanced. Recreational users would not be affected by the proposal. Improved pedestrian circulation within the memorial grounds and the adjacent section of El Paso would result from new walks and the pedestrian bridge over Paisano Drive.

The proposed plan would have a major effect on the aesthetics of the area. The grounds would offer many more amenities, and it is anticipated that major increases in visitation would occur as the memorial gains an identity and greater recognition by national and international tourists. The large inspirational monument would play a major role in causing this effect. Although design criteria for the monument are yet to be determined, it is possible that it could be several hundred feet high. This would have a major visual impact on the memorial and the area surrounding it in El Paso and Juarez. Some people may consider it visually objectionable.

Additional shade trees, picnic areas, trails, etc. would also increase local use because the park would become a much more hospitable place during the hot sunny days common to the area.

Under alternative 2, the increased landscaping would provide more definition, enclosure, and screening, improving the microclimate, aesthetics, and general visitor experience.

The pedestrian connection to Mexico, planned as a future element in the proposal and action alternatives, cannot be formally proposed at this time because of the serious border security problems that would be created. When these problems lessened, the potential for increased interaction between the two Chamizal parks would be highly beneficial.

Socioeconomic Conditions

There would be temporary increases in employment during major construction activities. Additional tourism would benefit the El Paso/Juarez service sectors. There would be an unquantifiable improvement in the relations between the citizens of the United States and Mexico as the programs and facilities proposed in the plan are implemented.

AGENCIES, ORGANIZATIONS, AND INDIVIDUALS CONSULTED

Agencies

Copies of this document will be sent to the following agencies for review and comment:

Advisory Council on Historic Preservation
Department of Agriculture
  Animal and Plant Health Inspection Service
Department of the Interior
  Bureau of Reclamation
Department of Justice
  Immigration and Naturalization Service
Department of State
  Bureau of Consular Affairs
Department of Transportation
  Federal Highway Administration
Department of the Treasury
  U.S. Customs Service
Environmental Protection Agency
General Services Administration
International Boundary and Water Commission
Texas Parks and Wildlife Commission
Texas Historical Commission (SHPO)
Texas State Clearinghouse
City of El Paso
City of Juarez (Mexico)
Secretary of Urban Development and Ecology
  General Direction of Parks, Reserves and Protected Ecological Areas (Mexico)

Pursuant to Section 106 of the National Historic Preservation Act and the Programmatic Memorandum of Agreement, the National Park Service is consulting with the Advisory Council on Historic Preservation and the state historic preservation officer (SHPO) in the preparation of this plan.

Public Involvement

In the fall of 1984, a public involvement document entitled Planning Issues and Preliminary Alternatives Workbook was sent out by the National Park Service for public review. The Park Service received about 630 responses to the workbook. A public meeting was held on September 17, 1984, which was attended by about 80 people, to hear comments on the document. The input received was used in the preparation of this draft plan/environmental assessment, which will also be distributed for general public review and comment.

APPENDIX A: 3. Chamizal

An Act to provide for the establishment of the Chamizal National Memorial in the city of El Paso, Texas, and for other purposes. (80 Stat. 232)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to establish and develop a memorial to be known as the Chamizal National Memorial at El Paso, Texas, on approximately fifty-five acres in the northeastern part of the portion of Cordova Island acquired by the United States under the Convention between the United States of America and the United Mexican States for the Solution of the Problem of the Chamizal, signed at Mexico City August 29, 1963 (TIAS–5515). The Chamizal National Memorial shall commemorate the harmonious settlement of the longstanding boundary dispute between the United States and Mexico concerning the Chamizal, an area of land situated to the north of the Rio Grande in the El Paso Ciudad Juarez region.

SEC. 2. The Secretary of the Interior may, in his discretion, defer the establishment of the Chamizal National Memorial until the city of El Paso or other governmental agencies of the State of Texas has submitted, and the Secretary has approved, a comprehensive plan for the development of the remaining lands acquired by the United States under the Chamizal Convention, August 29, 1963, upon their transfer to said city or other government agencies in the State of Texas under other provisions of law. Such comprehensive plan shall include a development plan and work schedule that is in the judgment of the Secretary compatible and coordinated with the development plan and schedule for the Chamizal National Memorial.

SEC. 3. The Secretary of the Interior shall administer, protect, and develop such memorial, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.), as amended and supplemented, and the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes," approved August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).

SEC. 4. The Secretary of the Interior is authorized to cooperate and consult with the city and county of El Paso, Texas, Texas Western College, local historical and preservation societies, and other interested government agencies, associations and persons in the utilization and preservation of the Chamizal National Memorial.

SEC. 5. There are hereby authorized to be appropriated such sums, but not more than $2,060,000, for the development of the Chamizal National Memorial.

Approved June 30, 1966.

Legislative History

House Report No. 1496 (Committee on Interior and Insular Affairs).
Senate Report No. 1197 (Committee on Interior and Insular Affairs).
Congressional Record, Vol. 112 (1966) :
May 16 : Considered and passed House.
June 2 : Considered and passed Senate, amended.
June 16 : House concurred in Senate amendment.

APPENDIX B: LIFE-CYCLE COST COMPARISON OF HEADQUARTERS LOCATION

INTRODUCTION

Life-cycle costing is a method of evaluating the total cost to build, operate, and maintain a facility over its useful life determined on the basis of a systematic evaluation and comparison of alternatives. Future dollar amounts are estimated in constant dollars, i.e., excluding the effects of inflation. Future dollar amounts are discounted (current rate of 7 percent) to present value to adjust for the opportunity cost of money. One way to look at this opportunity cost is to visualize how much $10 is worth to you now versus 20 years from now. Since future dollars are worth less, future costs and savings need to be discounted to compare them to present costs (e.g., future building lease costs versus current year construction costs). A study period of up to 25 years, or the expected life of the building (if less), is allowed in life-cycle costing. A simple multiplier of 11.65 gives the present value of a constant annual cost over a 25-year period. Costs beyond 25 years are generally considered insignificant in life-cycle costing, when present value is factored in.

OPTIONS

Two options for the Chamizal headquarters were evaluated to determine their life-cycle costs, including construction, operations, maintenance and lease costs over a 25-year period. The options are as follows:

Proposal: Build addition to visitor center (2,200 sq. ft.)

Alternative 1: Move to new federal building as scheduled (2,770 sq. ft.)

Note: Alternatives 2 and 3 are the same as the proposal.

LIFE-CYCLE COSTS

Proposal: Building Addition

Construction: 2,200 sq. ft. x $100/sq. ft. = $220,000 (net)
$220,000 x 1.46 = $321,200 (gross)
Operations/Maintenance: 2,200 sq. ft. x $3/sq. ft./yr = $6,600/yr.
$6,600 x 11.65 = $76,900 (25-year discounted cost)
Life-cycle cost: $321,200 + $76,900 = $398,100

Alternative 1: Federal Building

Construction: no cost
Operations (lease): 2,770 sq. ft. x $13 = $36,000/yr
$36,000 + $4,100 (staff/vehicle costs) = $40,100/yr.
$40,100 x 11.65 = $467,200 (25-year discounted cost)
Life-cycle Cost: $467,200

Construction costs are based on 1985 prices. All future costs were discounted to present value using the 7 percent rate.

CONCLUSIONS

Based on this analysis, the proposal to construct on-site offices (2,200 sq. ft.) would be the less costly for the Park Service over a 25-year period than moving to the federal building as scheduled. This is primarily because the Park Service would be paying an estimated $13 per sq. ft. annually to the General Service Administration (GSA) for the allocated space in the new federal building; a cost that could be increased by GSA in later years. However, the available space would be 570 sq. ft. greater in the federal building than under the proposal. If an equivalent size space were constructed on site, the federal building would have a lower life-cycle cost.

Dollar costs are not the only criteria in decision-making. It is essential to include other nonquantifiable considerations in the evaluation of these options. Moving the headquarters on site would also result in reduced park user confusion and inconvenience and increased management interaction with the rest of the park staff and memorial visitors. The proposed building addition is recommended primarily because it would best meet the needs of park staff and users, and secondly because it would reduce long-range operations costs to the Park Service.

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Southwest Regional Office Staff
Advisory Council on Historic Preservation
Texas Historical Commission (SHPO)

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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